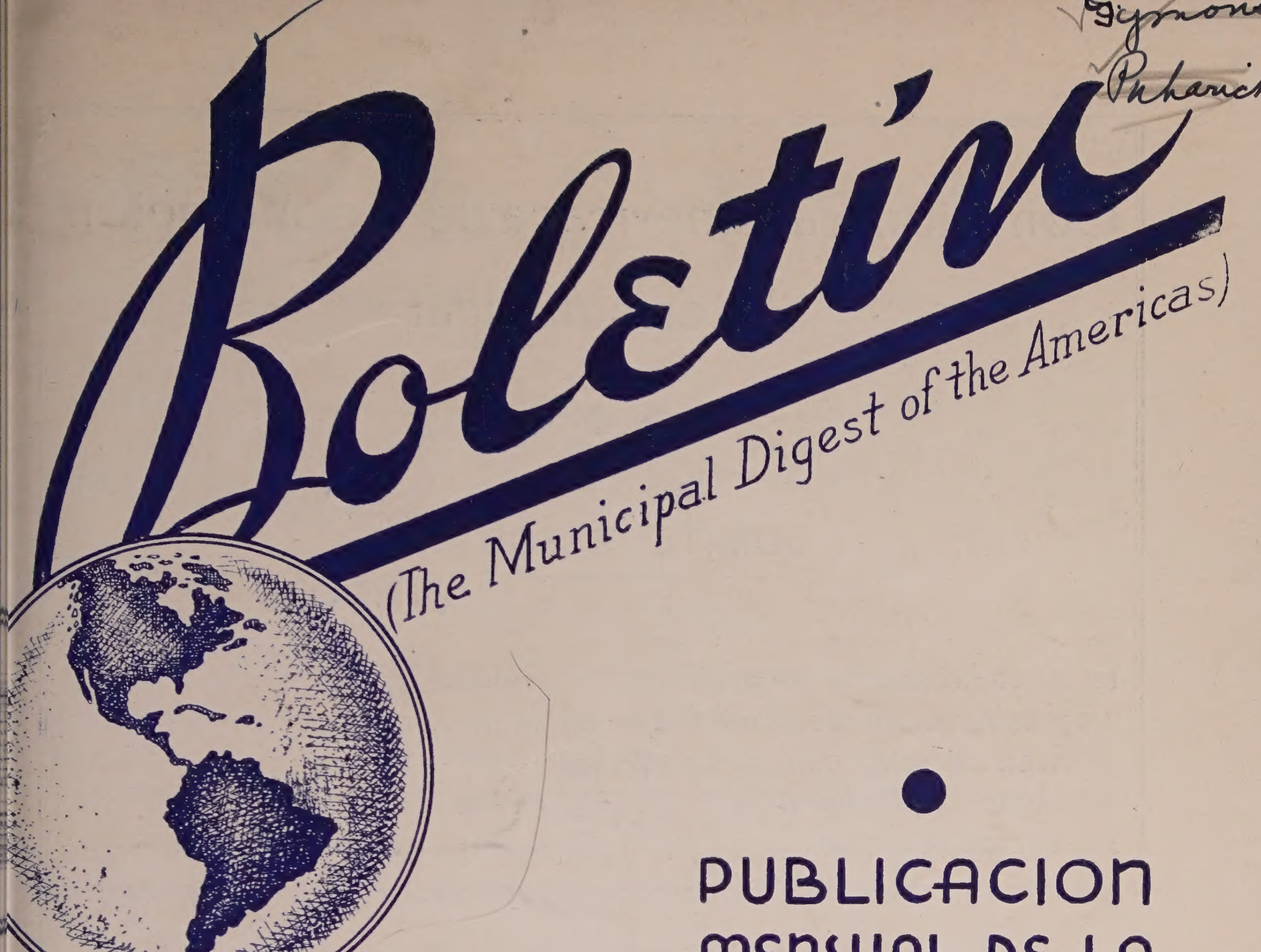


PUBLICACION MENSUAL DE LA · COMISION · PANAMERICANA DE COOPERACION INTERMUNICIPAL

JUNTA DIRECTIVA DEL CONGRESO INTERAMERICANO DE MUNICIPIOS

LA HABANA, CUBA

Año VI • Abril-Mayo-Junio-1945 • Nos. 4-5-6

Comisión Panamericana de Cooperación Intermunicipal

✪ ✪ ✪

COMITE EJECUTIVO

DR. ANTONIO BERUFF MENDIETA......... Presidente
ARQº RICARDO GONZALEZ CORTES (S. A.).
EL ALCALDE MUNICIPAL DE LA HABANA.
DR. LOUIS BROWNLOW (N. A.)............. Director General
DR. CARLOS M. MORAN.................... Secretario - Tesorero - Bibliotecario

MIEMBROS(*)

DR. LUIS L. BOFFI.......................... (Municipios de la República Argentina)
DR. EDISON JUNQUEIRA PASSOS.......... (Municipios del Brasil)
DR. RUBEN A. GARCIA..................... (Municipios de Colombia)
SR. MANUEL RODO.......................... (Municipios Centroamericanos)
ING. Y ARQ. RICARDO GONZALEZ CORTES. (Municipios de Chile)
DR. HECTOR ROMERO MENENDEZ......... (Municipios del Ecuador)
MR. DANIEL W. HOAN...................... (Municipios de los E. U. de América)
MR. RAPHAEL BROUARD.................. (Municipios de Haití)
LCDO. ANTONIO S. SANCHEZ.............. (Municipios de México)

(*) Por acuerdo tomado en la Octava Reunión del Comité Ejecutivo, en 13 de Marzo de 1944, el número de miembros de la Comisión puede ser elevado hasta veintidós — uno por cada país de América, y designado por la respectiva Unión, Liga o Asociación de Municipios, cuando el país contribuya al sostenimiento de la Comisión Panamericana de Cooperación Intermunicipal.

La Dirección del "Boletín" ruega el canje con todas las publicaciones de orden análogo al suyo, que ven la luz en todos los países de América. Asimismo espera, y agradecerá, que los Municipios se sirvan enviarle todo aquel material —informativo, fotográfico, etc.— que ofrezca interés.

BOLETIN

(THE MUNICIPAL DIGEST OF THE AMERICAS)

Publicación mensual de la
Comisión Panamericana
de Cooperación Intermunicipal

(Junta Directiva
del Congreso Interamericano de Municipios)

Director: Dr. Carlos M. Merán
Secretario de Redacción: Eduardo Rey

Dirección cablegráfica: Copanint
Oficinas: Obispo, 351
Teléfono: A - 4714

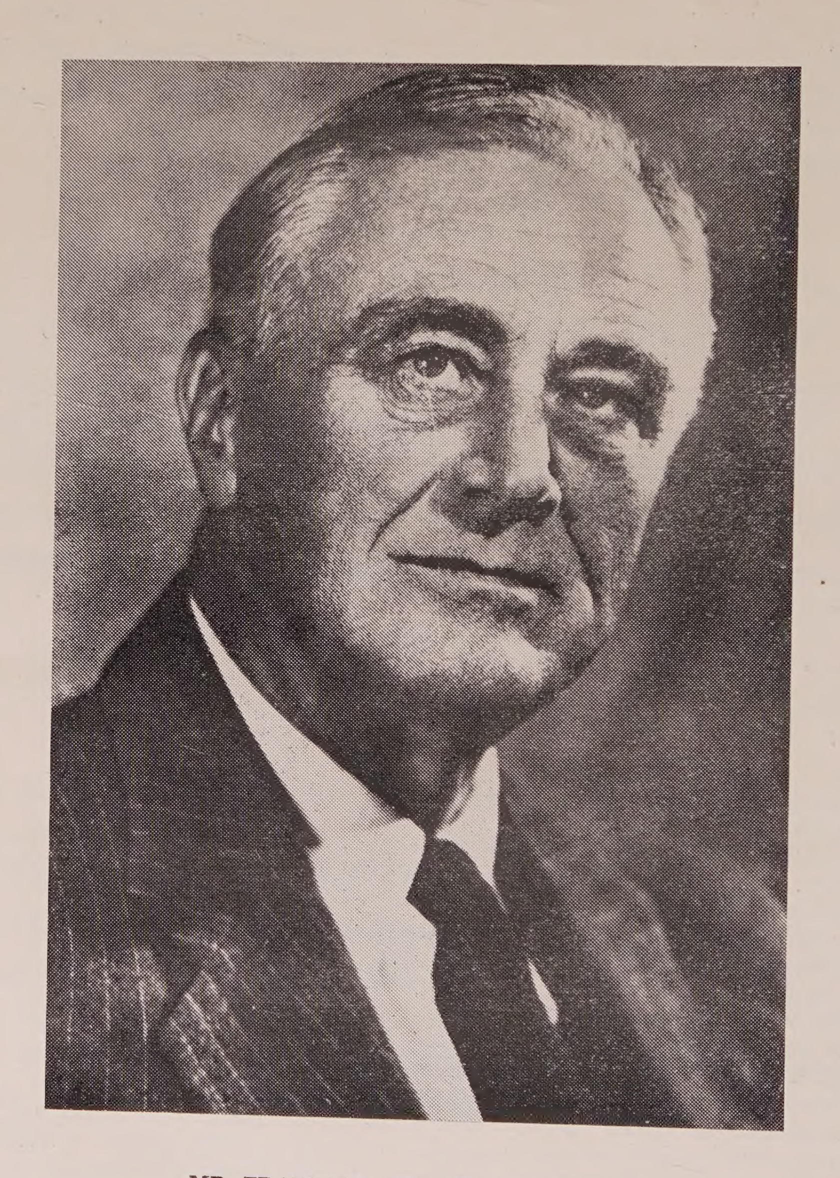
LA HABANA - CUBA

Solicitada la Franquicia Postal en la Admón. de Correos de la Habana

Año VI | Abril-Mayo-Junio de 1945 | Nos. 4-5-6

SUMARIO

Pág.



MR. FRANKLIN DELANO ROOSEVELT

IN MEMORIAM

FRANKLIN DELANO ROOSEVELT

El más grande de los grandes hombres del siglo XX, ha muerto: Mr. Franklin Delano Roosevelt, Presidente de los Estados Unidos de América.

Fué un gran amigo y fervoroso alentador de nuestra magna empresa de cooperación intermunicipal panamericana. En varias ocasiones expresó claramente su verdadero interés y su cordial simpatía por nuestra obra. Cuando, en Noviembre de 1939, con asistencia de representantes de las tres Américas, se reunió en Chicago la Comisión Panamericana de Cooperación Intermunicipal, el ilustre estadista le dirigió a el Alcalde de la ciudad donde tenía lugar la asamblea, una extensa carta, donde decía:

"Me es simpático el propósito que anima a esa Comisión, que es, según entiendo, el de dar forma a un organismo permanente representativo de las municipalidades de las Repúblicas Americanas, para realizar un intercambio de informes, propender a un más íntimo conocimiento mutuo y servir de apoyo a la amistad panamericana.

"Una vez que les haya Ud. expuesto el gran interés que manifiestan las municipalidades de este país en hacer llegar a todos los ámbitos de las ciudades de este mundo occidental sus propios sentimientos de buena vecindad, ruego a Ud. añada unas palabras para trasmitirles mi más cordial saludo. Dígales que me intereso vivamente en sus labores y que confío en que logren estructurar un sistema de intercambio que día por día ponga en más íntimo contacto a los pobladores de las ciudades de estas Repúblicas. Hablamos español, y portugués, y francés, e inglés, pero todos somos americanos, y las municipalidades de cada una de las Repúblicas Americanas comparten la responsabilidad de ayudarse mutuamente a resolver sus problemas

The greatest of the Twentieth Century great men has died: Franklin Delano Roosevelt, President of the United States of America.

He was a firm friend and an enthusiastic supporter of our great movement for Pan-American intermunicipal cooperation. On various occasions he expressed his cordial interest and his genuine accord with our project. In November 1939, when the Pan American Commission on Intermunicipal Cooperation met in Chicago with representatives from the three Americas attending, the illustrious statesman sent the Mayor of that city a long letter, in which he said:

... "I am sympathetic with the purpose of this Commission which, I understand, is to perfect a permanent organization among the municipalities of the American Republics, to exchange information, foster closer acquaintanceship and support Pan American friendship.

"Will you be kind enough, when you have spoken to them of the great interest that the municipalities of this country have in expanding their feeling of neighborliness among all of the cities of the Western World, to add a few words to convey to them my cordial greetings. Please tell them that I am deeply interested in their work and trust that they will be able to find the ways and means to set up permanent machinery for day by day conversations among the peoples of the cities of these republics. We speak Spanish and Portuguese and French and English, but we are all Americans, and the municipalities of each of the American Republics have a common responsibility to aid each other in the solution

municipales, a fin de que las condiciones de vida de sus residentes propendan a que ella sea más amplia y más abundante"...

Después, siempre tuvo nuestra labor un sincero amigo y leal auspiciador en el Presidente Roosevelt.

Embargados por la honda pena que su lamentadísima desaparición nos ha producido, la Dirección del "Boletín" manifiesta por este medio su profundo pesar por la irreparable pérdida que hoy sufre el mundo entero.

¡Paz a los restos del insigne gobernante, y gloria eterna a su inmarcesible memoria!

of their municipal problems in order that th lives of the city dwellers may be made fulle and richer..."

From then on, our movement had a sincer friend and loyal sponsor in President Roosevel

Deeply saddened by his passing, the staf of the "Boletín" takes this occasion to expres their grief over the irreparable loss to the whol world.

May the body of this outstanding leader res in peace, and eternal glory crown his undimm ing memory.



Con motivo del fallecimiento de Mr. Roosevelt

Observance of the Death of President Roosevel

CON MOTIVO de la muerte del Presidente de los Estados Unidos, Mr. Franklin Delano Roosevelt, la sede del movimiento de cooperación intermunicipal panamericana suspendió sus actividades el día 14 de Abril, y dió curso a los siguientes mensajes:

13 de Abril, 1945.

"Honorable Spruille Braden,

Embajador de los Estados Unidos de América,

La Habana.

La Comisión Panamericana de Cooperación Intermunicipal desea hacerle presente su más sincera manifestación de pésame por la triste desaparición de vuestro gran Presidente. Esta es la más dolorosa pérdida de estos difíciles momentos. Nos proponemos hacer todo lo que esté a nuestro alcance para seguir adelante, guiados por el espíritu que él supo transmitir a su obra.

Comisión Panamericana de Cooperación Intermunicipal

Antonio Beruff Mendieta, Presidente,
Raúl G. Menocal,
Carlos M. Morán, Secretario.

IN OBSERVANCE OF the death of the Presiden of the United States of America, Frankli Delano Roosevelt, the headquarters of the movement for Pan-American intermunicipa cooperation were closed on April 14th, and the following messages were sent out:

* * *

April 13, 1945.

Honorable Spruille Braden
Ambassador of the United States of America
Havana.

Pan American Commission on Intermunicipa Cooperation desires to offer sincerest expressions of sympathy on the sad passing of your great President. This is the most grievous casualty of these troublous times. We pledge ourselves to do our best to carry on the spirit of his work.

Pan American Commission on Intermunicipal Cooperation

Antonio Beruff Mendieta, President
Raúl G. Menocal
Carlos M. Moran, Secretary

To which the Embassy replied:

In name of the American people I appreciate your expressions of sympathy on the occasion of the death of President Roosevelt

Muccio, Chargé d'Affaires.

A lo cual contestó la Embajada:

En nombre del pueblo americano les agradezco sus expresiones de condolencia con motivo del fallecimiento del Presidente Roosevelt.

Muccio, Encargado de Negocios.

* * *

13 de Abril, 1945.

"Honorable Secretario de Estado,
Departamento de Estado,
Wáshington, D. C.

Compartimos vuestro dolor y sensación de pérdida por la desaparición del hombre que ha venido a ser el símbolo de la concordia y la esperanza en todo el Mundo.

Comisión Panamericana de Cooperación Intermunicipal,

Antonio Beruff Mendieta, Presidente,
Raúl G. Menocal,
Carlos M. Morán, Secretario".

* * *

13 de Abril, 1945.

"Louis Brownlow,
Director General,
Washington, D. C.

Todos pensamos en vosotros y compartimos vuestro dolor. La pérdida de vuestro Jefe se siente profunda y punzantemente en toda Cuba. Favor de representarnos como parte de vuestra familia oficial.

Comisión Panamericana de Cooperación Intermunicipal,

Antonio Beruff Mendieta, Presidente,
Raúl G. Menocal,
Carlos M. Morán, Secretario".

En contestación a este último mensaje, se recibió de Wáshington el siguiente cable:

Carlos Morán,
Habana.

Agradecidos por el mensaje de condolencia a los Estados Unidos de la Comisión Panamericana de Cooperación Intermunicipal. Los hemos recibido de su Presidente Antonio Beruff Mendieta, Alcalde Raúl Menocal y Carlos Morán, Se-

April 13, 1945.

Honorable Secretary of State
State Department
Washington, D. C.

We share your grief and sense of loss over the passing of the man who had come to be the symbol of harmony and hope throughout the world.

Pan American Commission on Intermunicipal Cooperation

Antonio Beruff Mendieta, President
Raúl G. Menocal
Carlos M. Moran, Secretary

* * *

April 13, 1945.

Louis Brownlow
522 Transportation Building
Washington, D. C.

We are all thinking of you and sharing your sorrow Stop Your Chief's loss is deeply and poignantly felt throughout Cuba Stop Please represent us as part of your official family.

Pan American Commission on Intermunicipal Cooperation

Antonio Beruff Mendieta, President
Raúl G. Menocal
Carlos M. Morán, Secretary.

To which Mr. Brownlow replied:

Grateful for message of sympathy to United States from Pan-American Commission on Intermunicipal Cooperation we have received from President Antonio Beruff Mendieta, Mayor Raul Menocal and Secretary Carlos Moran Stop On this Pan-American Day all hearts in all the Americas are heavy with sorrow because of the passing of the greatest democratic leader in history but all heads are lifted high in determination to achieve the goals he set for us Stop The Municipalities of the Americas are united for peace, for progress and for the welfare of all sorts and conditions of men everywhere and in this unity will serve the spirit of Franklin Delano Roosevelt.

Louis Brownlow, Director General
Pan-American Commission on Intermunicipal Cooperation.

* * *

A few days later, the Secretariat of the Commission sent the new President of the United States of America, the following letter:

cretario. En este Día Panamericano todos los corazones en todas las Américas sienten el peso del dolor, a consecuencia de la desaparición del más grande líder democrático de la Historia, pero todas las cabezas se yerguen con la determinación de alcanzar los propósitos que él nos señaló. Todos los Municipios de las Américas están unidos para la paz, para el progreso y para el bienestar de toda clase y condición de los hombres en todas partes y a esta unidad servirá el espíritu de Franklin Delano Roosevelt.

Louis Brownlow, Director General de la Comisión Panamericana de Cooperación Intermunicipal''.

* * *

Algunos días más tarde, el Secretariado de la Comisión le envió al nuevo Presidente de la Unión Norteamericana la carta que sigue:

20 de Abril de 1945.

Honorable Señor Presidente de los Estados Unidos de América,
Wáshington, D. C.

Honorable Señor:

El reciente fallecimiento de Mr. Franklin Delano Roosevelt ha despertado brusca y azaradamente el conocimiento de la dependencia en que respecto del gran hombre desaparecido se hallaban muchas personas en el mundo entero, que hasta ese momento no se habían dado clara cuenta de que habían estado apoyándose en una sola personalidad para obtener sostén moral y estimuladora orientación espiritual. El corazón de todo verdadero ciudadano del mundo siéntese ahora empavorecido ante las solemnes y desacostumbradas responsabilidades que sobre él pesan y que actualmente tiene que reconocer.

Aquí, en Cuba, cuna del movimiento de cooperación municipal interamericana, también nosotros compartimos la pérdida, de alcance histórico, que el mundo ha sufrido; pero todavía más que eso: nos sentimos acongojadamente privados de un íntimo amigo, personalmente interesado en nuestra labor. En estos exigentes y convulsionados tiempos deseamos hacer llegar a Ud. no sólo nuestro cordial pésame y nuestra sincera expresión de aliento, sino que también queremos ofrecerle nuestra más resuelta cooperación en cuanto ataña al logro de todos los altos ensueños y nobles aspiraciones para la rápida consecución de un mundo denodado y mejor, en la post-guerra.

Estimaremos como un señalado honor el que nos considere incondicionalmente a su servicio, tanto individualmente, como en el conjunto de nuestra organización.

Con el testimonio de nuestra consideración más distinguida, quedamos, Señor,

Muy respetuosamente, s. s. s.,

Comisión Panamericana de Cooperación Intermunicipal,

Dr. Carlos M. Morán,
Secretario.

April the 20th 1945.

The President of the United States of America
Washington, D. C.

Sir:

The recent passing of Franklin Delano Roosevelt has brought a brusque and confused awareness of dependence upon many people throughout the world who had not fully realized how they leaned upon a single personality for moral support and stimulating spiritual guidance. The heart of every true citizen of the world is awed now with the recognition of solemn and unaccustomed responsibilities.

Here in Cuba, the cradle of the inter-American municipal cooperation movement, we also share the historical loss the world has suffered, but even more than that, we feel bereft of an intimate, personally interested friend.

In these exigent and convulsive times, we should like to extend to you not only our heartfelt sympathy and sincerest encouragement, but also offer our resolute cooperation toward realizing all the dreams and aspirations for a quickened, brave postwar world.

It would be an honor if you would consider us unconditionally at your service, both as individuals and as an organization.

We have the honor to be, Sir,

Respectfully yours,

Pan American Commission for Intermunicipal Cooperation

Dr. Carlos M. Moran,
Secretary.

Alocución del Comité Ejecutivo de la Comisión Panamericana de Cooperación Intermunicipal, el Día de la Victoria

Salutation of the Executive Committee of the Pan American Commission on Intermunicipal Cooperation on V-E Day

TAN PRONTO las autoridades nacionales le comunicaron al pueblo de Cuba la victoria obtenida en Europa por los Aliados, el Comité Ejecutivo de la Comisión Panamericana de Cooperación Intermunicipal (Junta Directiva del Congreso Interamericano de Municipios) redactó la Alocución que aquí reproducimos, enviándola inmediatamente (en español y en inglés) a los Ministros de Asuntos Extranjeros de las Repúblicas Americanas, a los Embajadores o Ministros de esas Repúblicas acreditados en Cuba, a los diplomáticos cubanos residentes en las capitales de toda la América, a los Alcaldes de las capitales americanas, a los Alcaldes de las capitales de provincia de Cuba, a los miembros de la Comisión Panamericana de Cooperación Intermunicipal, y a los de las Comisiones Organizadoras de la Comisión, Liga o Unión de Municipios en los demás países. La Alocución fué también leída por la radio, en La Habana, y se publicó en los diarios más importantes de esta capital.

ALOCUCION

Anunciado oficialmente al Mundo el cese de las hostilidades en Europa por los Jefes de los Estados que han combatido las ideas anti-democráticas y siendo el movimiento de cooperación municipal interamericano de carácter esencialmente democrático porque surge de las entrañas de los pueblos y se encamina al logro del mejor gobierno y bienestar de los mismos, el Comité Ejecutivo de la Comisión Panamericana de Cooperación Intermunicipal, Junta Directiva del Congreso Interamericano de Municipios y eslabón hemisférico de la Unión Internacional de

AS SOON AS the official announcement was made by the Cuban government of the Allied victory in Europe, the Executive Committee of the Pan American Commission on Intermunicipal Cooperation (Board of Directors of the Inter American Congress of Municipalities) composed the salutation which we publish below and despatched it immediately (in Spanish and English) to the Ministers of Foreign Affairs of the American Republics, to the Ambassadors or Ministers of those Republics in Cuba, to Cuban diplomats in American capitals, to the Mayors of the capital cities of America, to the Mayors of Cuban provincial capitals, to the members of the Commission, of the Organizing Committees of the Commission, and of the League or Union of Municipalities of the Americas. The salutation was also read over the radio in Havana and published in the most important newspapers.

SALUTATION

The official announcement to the world of the cessation of hostilities in Europe has today been made by the Chiefs of those states which have been fighting for the democratic way of life. The movement for Inter-American municipal cooperation is essentially and basically democratic; it springs from the very heart of the people and its purpose is to attain the best government and the most general welfare for all peoples. On this momentous occasion, the Executive Committee of the Pan American Commission on Intermunicipal Cooperation, which is the Board of Directors of the Inter-American Congress of Municipalities, and the link in this

Autoridades Locales, se cree en el deber de dirigirse en tan fausta ocasión a todos los organismos relacionados con esta Comisión y en general a todos los Municipios de las Américas.

Esta horrible guerra que aún se mantiene viviente en el Pacífico ha sido la más cruel de todas en destrucción de ciudades a pesar de las declaraciones en contra de estos procedimientos, del Primer Congreso Panamericano de Municipios y si hemos de ganar la paz, es imprescindible la acción de nuestras ciudades para que haya cesado para siempre esa terrible posibilidad.

Al sistema interamericano de relaciones y a nuestro movimiento de Cooperación Intermunicipal corresponderá en gran parte ser guardianes en el futuro de la conservación de la paz y de los principios democráticos y para ello es necesario que hagamos un recuento, estrechemos nuestras filas y con propósito firme marchemos hacia adelante.

A nosotros, representantes del sentir de la primera célula del Estado, nos corresponde en la nueva era del Mundo hacer uso de nuestro derecho para evitar que en el futuro se repitan negaciones de nuestra civilización y obstáculos a nuestro progreso como el de la guerra que hoy termina.

Preparémonos ahora a celebrar nuestro Tercer Congreso en que se fijen las pautas del Municipio en la paz que viene y en cuya reunión deberemos decidir cómo nuestros pueblos en forma colectiva y suprema deban rendir su homenaje perpetuo y ejemplarizante para el porvenir al hombre extraordinario que para orgullo de las Américas ha representado hasta su reciente deceso la encarnación de la solidaridad y la esperanza humanas y cuyo espíritu deberá ser el faro de nuestro feliz desenvolvimiento futuro.

Antonio Beruff Mendieta, Presidente; Louis Brownlow (N. A.) Director General; Ricardo González Cortés (S. A.); Raúl G. Menocal, Alcalde Municipal de La Habana; Carlos M. Morán, Secretario.

hemisphere to the International Union of Local Authorities, considers it appropriate to salute all of the organizations connected with it and all of the municipalities of the Americas.

This frightful war, which is still being waged in the Pacific, has been the cruelest of all wars in destroying cities, in spite of the declarations made in this respect and the resolutions adopted repudiating such procedure by the First Pan American Congress of Municipalities. If we are to win the peace, it is essential that the cities cooperate in united action towards the eradication for all time of the awesome possibility of their being once more attacked and destroyed.

To a great extent, it will fall to Inter-American organization and to our movement of intermunicipal cooperation to be the future guardians of peace and democratic principles; and to this end, it is necessary for us to review our forces, to strengthen our ranks and to march forward with firm and resolute purpose.

In this new era of world history, it becomes us as representatives of that basic unit of government, the Municipality, to make use of our rights to prevent the future destruction of our civilization and to eliminate all obstacles to our progress, both of which were threatened by this war ended today.

We must now prepare for the Third Congress of Municipalities, where the role of the Municipality during the coming peace will be fashioned. In this meeting, we must decide how our peoples fittingly and collectively can render perpetual, inspiring homage to that unique patriot, pride of the Americas, who, until his recent death, was the embodiment of human unity and hope, and whose spirit will be our guiding light towards progress and development in the future.

Antonio Beruff Mendieta, President
Louis Brownlow (North America), Director General
Ricardo González Cortés (South America)
Raúl G. Menocal (Mayor of Havana)
Carlos M. Morán, Secretary.

Notes on the Governmental Executive: His Role and his Methods (*)(**)(***)

DONALD C. STONE

Assistant Director in Charge of Administrative Management, Bureau of the Budget, Executive Office of the President.

GOVERNMENTAL EXECUTIVES — what they do and don't do and what they should and shouldn't do — have eceived their full measure of popular attention n recent years. They have been pulled apart nd discussed pro and con. They have been emolished vocally; sometimes they have been iven the stamp of approval. More often than ot, however, these oral onslaughts have failed o take cognizance of the essential character of he executive job in large establishments. In the ublic press, and even in the textbooks, such hrases as "delegation of authority", "sharply efined responsibilities", "elimination of duplication and overlapping" are worked over epeatedly to the point of weariness. In the ublic administration societies it is the old tand-bys of organizing, coordinating, analyzng, budgeting, controlling, ad infinitum, that et the spotlight.

Discussion focused in these directions often nisses the crux of the problem the executive nust solve if he is to be able to guide and direct is organization so that it can carry out the rogram for which he is made responsible. What oes the executive have to do if his leadership s to be effective? How does he meet the limitaions and obstacles that are inherent in most management situations? It is with this point, the position of the executive and how it is implemented, that I am here concerned. It is not the planning, development, and execution of program that I propose to discuss, but rather the conduct of a large organization in discharging its assignment.

There is, of course, no standard prescription, no patent medicine that can be given to the executive, guaranteed to solve all his problems and leave him free of frustration and dismay. The differences in individuals who find themselves in executive positions and the variations in the life cycles of organizations produce practically limitless permutations and combinations. The pattern is never the same, and only after penetrating inquiry of the circumstances in each case would a wise man undertake to suggest what might be required to assist the executive in establishing reciprocal relationships with his organization.

A new organization set up to perform an emergency function — a War Production Board, an Office of Price Administration — puts very different demands upon its executives than an organization that has had time in which to mature its program and develop its precedents and traditions — for example, the New York State Department of Education, the U. S. Forest Service, or the Cincinnati Public Works Department. Similar contrasts run through the entire catalogue of agency characteristics. Requirements differ in an organization rendering a routinized service or engaged in a paper processing job such as the Postal Service or a dependency benefits office, from requirements in a planning or development commission. They differ within the life of an organization, between the time when it is moving in an accustomed pattern and the time when external

(*) Prepared for the University of Alabama.

(**) We are publishing the complete original ersion of this article in English in this number. The ranslation into Spanish will appear in another issue. he Editors of the "Boletín" have decided that the xceptional importance of this article warranted its resentation in its entirety, but lack of space would ot permit its appearing simultaneously in both nguages.

(***) Este artículo aparece completo, en el origial inglés, en el presente número. La traducción española se publicará en un número próximo. La irección del "Boletín" ha decidido hacerlo así, or considerar que se trata de un trabajo de excepional interés, que no debe ser fraccionado, pero cua gran extensión no permite darlo a luz simultáeamente en ambos idiomas.

pressures or events are forcing drastic changes — the Department of Agriculture in the early years of the century and in the 1930's. They differ between an organization in which activities are conditioned to a large extent by outside circumstances and one in which the product to be developed is relatively definitive and tangible — the U. S. State Department vs. the Railroad Retirement Board.

When the variations in the personalities of executives are intermingled with the kaleidoscopic aspects of organization, the possible results become almost infinite. On the one hand, there are those who function by giving their staffs full rein and on the other, those who believe in relying more on executive drive and push; the idea men and those whose expertness lies more in salesmanship and negotiation; the men skillful in legislative and public relationships and those whose forte is internal management; those with a great fund of administrative experience and those without. Both institutional and personality factors affect the sum total of what any organization is and both must be taken into account in estimating what is needed to make the thing work.

We have had sufficient experience in analyzing the variables, however, to have acquired some useful benchmarks. We have learned enough to know in a general way what is required if the executive is to be able to fulfill his role and what may stand in the way of success. It is in this context that I have assembled these notes in the hope that they might illuminate in some degree a few of the many facets of the problem of large scale public management.

By large scale, I mean organizations of such size as to preclude face to face dealing by the executive with all of the constituent elements. Although there will be many modifications in the method of executive leadership between an organization of 500 or 1,000 employees and one of 10,000 or 20,000 employees, the variations are not crucial for the problem with which I am concerned: How results can be achieved when the activity is of such scope that it is beyond the ability of the executive to keep personally in touch with all of its aspects or to apply his personal efforts to very many of its problems.

Much of what I have to say is true of any large organization, public or private. In this discussion, however, I am directing my attention more specifically to the executive in the environment of the public service. By this I do not mean the Chief Executive: Mayors, Governors, the President, although many of my comments apply also to these top officials. What I am concerned with primarily is the number one man in an agency or department or bureau or other major subdivision which presents the problem of leadership through an institutional framework.

The specialized conditions surrounding governmental programs put extraordinary demands on their directors in terms of knowing how to weave the competing and disparate elements into a unified whole and producing an organization capable of accomplishing its mission. Public pressures, the need to adjust to the views of legislative bodies, the rigidities in procedures attendant upon management according to law and executive regulation are elements present in any public service enterprise. All of these are related to that central characteristic that distinguishes executive positions in the public service from those in private management — the fact that the government executive is the guardian of the public interest and is accountable to the electorate, directly or indirectly, for what he does. This is very different from the concern for the public which the private executive has in relation to the marketability of his product and the good name of his firm.

In addition, many present day governmental organizations directed toward mobilization of the nation's resources for war and preparation of the United States for support of international commitments have inherent complexities in program that are unique. The problems we have faced and are still facing in finding and developing sufficient executive leadership for these unprecedented enterprises are indicative of the need of further probing and further understanding of what it takes to bring the public service and the demands that are now placed upon it into balance.

The Executive's Role

This discussion of the job of being a successful governmental executive is predicated on the assumption that the product of any organiz-

ation is an institutional product not the executive's personal product. What the executive can accomplish —his impact on the organization — at any one point in time is conditioned by the state of his organization and what he achieves is largely the product of his influence rather than his command. Therefore, in long range terms, the job of an executive is to create an environment conducive to concerted effort in pursuit of the organization's objectives. In short run terms, his job is to know what is going on in the organization and to be in a position to act on the issues which require his personal attention and still to retain sufficient freedom to deal with those outside his organization — superiors, legislators, public. Stated differently, the executive's job is one of maximizing his influence throughout his organization as distinguished from relying exclusively upon his formal authority and the power of command. A good many aspects of these propositions have been probed by others, notably by Mr. Chester Barnard in his numerous writings on executives and their work, and perhaps require no further comment. In many quarters, however, these concepts seem to be insufficiently understood.

Whatever may be the notions of what executives do and how they do it, the bedrock fact is that the executive must rely on his staff for the achievement of his objectives. Most issues in his organization will be settled without ever reaching him. An on those that do reach him his choice will generally be a restricted one. By the time a report or instruction has been developed, worked over, revised, reviewed, level by level, what finally remains for the executive to say in most cases is "OK". He may be inclined to make some changes, but he will soon learn that something else will demand his attention before he is through. Unless what comes to him involves an issue of great importance, he will, therefore, frequently have to accept what he considers to be an inferior product. When the issue is a crucial one for the organization's program and involves high level judgments on the consequences of a given course of action, the executive may be called upon to choose among two or theree alternative solutions, but secondary questions are likely to have to go by the boards. Consequently, unless the executive's objectives are whole heartedly accepted by his organization, the chances that they will be achieved are problematical.

Failure on the part of the executive to seek aggressively his organization's support may leave him in a precarious position. The forces militating against an effective working together toward a common goal are many and powerful in any large organization: Unreconciled points of view, tradition and routine, inertia, the distortions that grow out of specialist interests, personal ambitions. These internal resistances singly or in combination can cancel out the executive's efforts. To be sure, some of the drives in any established organization represent forces of stability that will keep the organization running when there is no leadership and will save the new executive from many mistakes. Furthermore, the necessary adjustment of the executive to the facts of his environment can contribute to his development by increasing his understanding of how he can function in relation to what goes on around him. On the other hand, if the executive is entirely unsophisticated in the ways of institutional behavior and does not consciously and continously take steps to offset the divisive elements in his environment, he will find himself dominated by rather than dominating his organization.

The executive is often seen as the man sitting at the top of the organization possessed of a dangerous amount of authority, hiring and firing at will, whose every suggestion or order is responded to promptly and completely. This view reflects one of the greater misconceptions about the nature of executive work. The government executive may have a large grant of legal authority, but he will find that, in actual fact, it must be used in an economical fashion. If he lacks discrimination in the use of his power, he will debase its value and perhaps find himself impotent at a moment of crucial importance. He must guard against destroying the organizational support on which he must depend in executing his program. As Paul Appleby has often remarked, the new executive in an organization may fire a few persons but not very many. Reducing the point to an absurdity, he can't issue an order, "now and henceforth all employees shall wear read neckties", and expect to get a response. By persuasion, by indoctrination, by leadership — in other words by influence— he may, however, be able to accomplish what he cannot accomplish by fiat. This is by no means a universally understood truth. There are too many executives who fail to recognize

that because the members of their organizations are creatures of reason their positions would be strengthened if they bolstered their formal authority with the support that comes from conviction.

I do not mean to suggest, however, that awareness of the importance of influence as a method of reaching institutional goals is a strictly a milk and honey proposition of dubious effectiveness in moments of crisis. If the executive is skillful and knows how to establish his position, he can be the decisive element in determining the character of the organization, and he can exercise his authority with telling effect when the occasion demands it. The point is he cannot "bull his way through" any and all situations; he cannot run against the tide of organization opinion. He may buffet his way by sheer force on occasion or on specific issues, but if he does it too often he may pay for his gains by failure to carry his organization with him over the long run.

I have already commented that the executive's job has to be viewed in long range term as well as on a day-to-day basis. His aim will be to use his own time and talents on the activities and issues that will contribute the most to the organization's forward movement and to develop a supporting team to the point of optimum production. His success in reaching it will be, in important measure, determined by his success in developing a body of commonly shared ideas. This is a prerequisite if his staff are to have guide posts against which to judge their general direction and their specific actions and if he is to have some assurance of reliable performance. Without this kind of institutional environment, the executive will be unable to mold the organization into something more than the sum of its parts. Furthermore, cultivation of such an atmosphere is essential if the members of the organization are to have a sense of participation in an enterprise bigger than themselves and secure the satisfactions necessary to good staff work. Only then do the fragmented jobs that are the lot of most people in large organizations become a source of stimulation.

The importance of an institutional environment and of indoctrination in its meaning has long been understood by the Army and Navy, but in large part has been neglected by civilian governmental organizations. It has often been observed that indoctrination permits West Point and Annapolis trained men to function, and function well, even though the commonly accepted rudiments of good organization may be missing in a given situation. Some of the civilian organizations such as the Farm Credit Administration, the New York City Police Force, and the Tennessee Valley Authority are conspicuous for their high morale — the natural by-products of a consciously fostered environment. More often than not, however, this basic source of organization strength has been given too little attention by governmental executives in this country.

Awareness of the problem does not mean prompt solution. Almost any executive is likely to find that the contribution he can make to an organization's environment can be made only over an extended period of time. Rapid adjustments, such as customarily take place in the Army and Navy at the outbreak of war, or in a relief agency in time of distress, are the exception rather than the rule. The recently appointed chief of a Federal bureau with many years of tradition and precedent behind it has estimated that his job of redirection is at least a ten-year one. On occasions in the Federal Government when time considerations were crucial and other factors permitted, this problem has been solved by setting up a new agency, thus short circuiting the process of retooling a staff steeped in earlier programs and methods. This is a principal reason why some of the new war agencies were set up to do jobs which on the face of it might have been assigned to existing agencies. Normally, however, a government executive is likely to find it necessary to work with what he inherits and to develop a plan of action that can be followed without too much disruptive pulling and hauling. This may mean focusing his developmental efforts on future rather than on current activities, so that the daily work of the organization can move ahead with a minimum of uncertainty and interruption. What the executive accomplishes over the short run will depend upon the state of the institutional environment at any one time and upon the external circumstances affecting his program. His day-to-day activities and decisions may be directly in line with his long range plans or he may be forced on occasions to accept situations or proposals that do not measure four square with his ultimate objectives. Whether the executive's job is viewed in long

range or short range terms, however, the ways in which he can seek to maximize his influence and close the gap between present reality and the ultimate ideal of smoothly integrated activity are the same. It is on these that I shall comment briefly for the remainder of this discussion.

How He Spends His Time

The executive's concept of what his job is and the way this affects the scheduling of his time and talents will be a primary factor in the results he secures. In large part this can be encompassed under the head of "operating at his proper level". In his forthcoming book, *Big Democracy,* Paul Appleby develops the point at some length. By this he means that no head of a government department or other subdivision should do work or make decisions that should be the responsibility of officials at a lower level in the organizational hierarchy. Not only does this disrupt and confuse his subordinates but it prevents the executive from doing what is properly his job.

Dealing with People. The executive job is one of dealing with people, of judging, adjusting to, and working around personalities both inside and outside his organization. This is at the core of the business of getting people to apply their energies in harmony with each other and getting things done. I recall the case of a city manager who was extremely unpromising at the time of his appointment. He had no apparent experience or interest in such matters as working out arrangements for delegations of authority or subdivision of labor, he probably had never heard of the follow-up principle, and he was completely baffled by theoretical discussions of management. He had, however, an abiding interest in people. He attracted people, and he had an uncanny sense of whom he could trust. Anyone looking at his organization and how he functioned would say it couldn't work. But it did. He had a feeling for what it took to provide the cohesion and the central pull necessary for turning out services to the community.

This is in part a reflection of the fact that the executive should use a major portion of his time and talents in being the catalyst who assimilates and draws together the ideas of others, resolves lines of action, gets agreements nailed down, sees that action gets taken. He must develop and rely on his staff for the carry through on the specific elements of his program and must carefully restrain himself, if tempted to dip into technical work. If he does not, he will never have time for his part of the institutional job the never ending one of bringing about a consensus on the one hand and on the other of seeing that discussion does not protract interminably, that something decisive happens.

In doing this, he will need to take care not to go off on his own without regard for his organizational resources. If he forgets or ignores his staff in the course of operations, he runs the risk of dispensing off-the-cuff opinions which will not stand close analysis or making commitments which his organization cannot fulfill, not to mention the fact that such actions leave the staff in thin air. Unfortunately, not all governmental executives are like the one who commented to me recently that he doubted that he crossed up his staff as often as they did him. There are too many who operate as if the chief function of staff was to keep the executive from the embarrassment of explaining away their errors. This can only lead to a frittering away of strength in checking up on many small and relatively unimportant episodes.

The public arena character of the executive's responsibilities will draw upon his resources day and night, and he will find that in varying degrees, depending upon his status in the governmental scheme of things, he will not be able to live his life according to his personal choice but must govern himself in the light of the demands upon him. Nor will he be able to compensate for this by pointing at the end of the day to specific accomplishments and saying. "I did such and such". He may be able to think of a number of things that his organization did and how he tried to influence his organization and perhaps provide the capstone to some enterprise, but he can't look upon the results as his own.

It is because of these characteristics of executive life and routine that the appointment of good technicians to administrative posts is often a failure. Unless the specialist happens to possess the rare quality of administrative aptitude he cannot be remade into an executive with satisfaction either to himself or his staff. Anyone who has observed governmental operations has seen many instances of the unfortunate conse-

quences of moving to administrative posts persons who are first and last technicians — making a physician a public health officer, a design engineer a commissioner of public works, a social case worker a welfare director, a program, idea man in a Federal department an assistant secretary.

Not as a Technician. The need for the executive to eschew the technical and stick to the level where adjustments get made and judgments about the implications of surrounding circumstances are applied is one of the oft repeated dictums of the public administration fraternity, but the point too frequently is oversimplified. For one thing the dividing line can never be determined with finality. The extent to which the executive concerns himself with specific issues will always be affected by such factors as the age of his organization, outside circumstances, and the extent to which he may have to compensate for failures at lower levels.

In any event, the executive must know enough of the general field not to get lost in the labyrinth. If he does not know the program at the outset, he most master quickly its major substantive elements. Otherwise he will be unable to command the loyalty and respect of his specialists and weld them together as a team. He must have sufficient understanding of the basic issues involved in his program to be able to judge whether the necessary steps have been taken to arrive at a proper conclusion. In the early days of the Federal Bureau of Old Age and Survivors Insurance, for example, the way in which individual participants were to be enumerated and their accounts identified — now numbering approximately seventy million — was one of the major technical issues. With many contending proposals advanced, members of the Social Security Board as well as the head of the Bureau had to go into the problem sufficiently to be assured that the staff had developed the best answer.

The more background the executive develops with the passage of time, the more discriminating will be his judgments that have technical ingredients. He will learn to know when he should overrule his specialists (seldom on technical grounds) and how far he can rely on them, and he will know enough not to be cowed by them. Although the executive must be able to find his way among the technicians, his dominating concerns are more likely to be the non-technical factors affecting the resolution of a problem, particularly the general implications and potential outside acceptance of what is done. While the state highway commissioner, for example, will need to keep up with major changes in specifications or design which may become centers of controversy, he will find that his main headaches will arise out of such questions as the right of way for a road or the location of a bridge.

External Affairs. This necessary concentration of the executive with what is feasible and with judging what is in the public interest should affect materially the amount of time the executive spends in becoming sensitive to and influencing the outside environment. It is the executive's job to cultivate relationships with the heads of other government agencies, with members of legislative bodies, with private institutions, and with the public so that his staff will have a favorable climate within which to function. In this way, he can increase his awareness of the ways in which programs and ideas must be carried out if they are to be accepted. The job of running interference for his organization is one that only the executive can do, and the effectiveness with which it is done will be a significant determinant of what his organization can accomplish.

His success in this part of his job will be affected in part by whether the executive confines his contacts to those that come to him or whether he consciously seeks to direct the character of these relationships. The government executive too often restricts himself to persons of his own social background or of the particular group with which his agency deals. He needs to mix with those who are against as well as for his program. If his agency's function is concerned with aids to business, he needs to understand the viewpoint of labor; if it is social welfare, he needs to mingle enough with the rugged individualists to see life from their angle. If his outside contacts are not well rounded or if he neglects them altogether, he may find that he will end up with a distorted view of the outside environment.

The executive's success in meeting these outside responsibilities will also be in part a byproduct of his reaction to what his job demands of him as an individual. The broader and more generalized it is, the more important it will be for him to know what is going on not only in

is general field, but in the community, in the ation, and in the world. He will need to broa-en his own horizons stretch his mind, and evelop new ideas from which his whole organi-ation can benefit. I know one Federal depart-nent head, for example, who met at regular ntervals with people of ideas both inside and utside his organization, thus doing compre-ensively what every executive should do at least n some degree. As a basic minimum, he should ind time to keep up to date on the journals nd books that give perspective to government nterprise, and I do not mean here administra-ive literature, important as that may be. If he ets himself become so preoccupied with his im-nediate problems that he fails to keep up with he life that is going on about him, he lets slip ne of the best ways through which he can have n impact on his organization — by helping to ridge the gap between it and the world at arge.

How He Saves His Time

I trust these comments on the level of activity n which the executive's energies should be ocused do not give the impression that all the xecutive need do is have a bit of insight into what is demanded of him and proceed forth-with. It will unfortunately be an inevitable part f his lot that people and things will press for is attention far beyond his capacity to deal with them. His life will be a succession of meet-ngs, telephone calls, documents. He cannot scape spending appreciable time handling many roblems which will seem small in themselves ut which may have serious implications for the tatus of the organization; persons who are not erforming, staff troubles and worries, some ggrieved citizen, a press release. Many persons utside his organiziation will seek him out — itizens, legislators, newspaper men, old friends, d infinitum.

Although he will need to take the greatest are not to appear inaccessible either to his staff r to those outside his organization, he must face he very practical problem of deciding whom e will see and of maintaining a balance among he competing demands for attention. If he holds imself open to deal with any problem that omes to him he will become inaccessible to his perating chiefs and he will neglect his outside esponsibilities. Decisions will be delayed. He ill lose perspective both on his organization and the world and will fail to provide the up-ward pull and unifying influence that his posi-tion requires. With a little firmness and careful planning, however, there are a number of steps he can take to conserve his time, and he can establish controls that will in reality increase rather than decrease his accessibility.

Personal Staff. Judicious use of personal as-sistants is one of the best of these. In a large department or office, the executive may have several such assistants. Secretary of State Stet-tinius, in announcing new appointments in the State Department recently, designated fifteen persons to various types of assistant positions, in addition to the regular staff officers of the Department. For some of these, special areas of concern were indicated, e. g., International Organization and Security Affairs, Press Rela-tions, Broad Management Matters; for others no special assignment was mentioned. This is probably far too many for the ordinary situa-tion. The city manager of a city of 50,000 inha-bitants, the head of a department of a medium-sized state, or a Federal division chief, for example, may find that a single administrative assistant will be sufficient.

One of the most important uses of the execu-tive's personal staff, including his secretary, is in meeting the problem of seeing people. They can help him arrange his calendar, determine whom he should see, control the length of time he spends with visitors. They can frequently do much to satisfy those whom the executive is not able to see or arrange for their business to be disposed of by other officials. To meet the needs of subordinates they can often secure spot infor-mation or decisions from the executive. They can arrange meetings between the executive and persons both within and without the orga-nization according to relative urgency.

The personal staff can also help identify the most pressing problems requiring the executive's attention and can pave the way for their speedy disposition by being sure that all necessary in-formation is at hand and in order. They can so-metimes pinch hit for the executive on spot jobs. They can give assistance in writing speeches and articles and can accompany him on trips when they can be useful. They can keep him up-to-date with what is going on. Sometimes one of them serves as an intimate advisor and will help select key officials and evaluate the performance of subordinates who seem to be falling down

on their jobs. Obviously, each of the executive's personal assistants is not assigned to all of these tasks, as there will be specialization among them. But until his immediate office is staffed with aides who can do some or all of these things for him, he will be unnecessarily handicapped.

On the other hand, he must guard against overdoing it. A large number of personal assistants may mean that there are deadheads or blanks in the organization for whom the executive is seeking to compensate by increasing his personal staff. This can only muddy up the regular lines of communication and command and cause confusion in his organization. Personal assistants can also be a source of uncertainty if the executive fails to define their jobs so that their roles are understood by the rest of the organization.

An executive's personal assistants must not function as palace princes, accessible in varying degrees to other organization officials and pleading the cause only of favorites. They must be the same to all men, and the executive must kill any tendency to manipulate the organization or to afford an entrance through the "back door". Equally fatal is reliance on them by the executive to the point that his outlook becomes limited and warped.

Operating Aides. In addition to what the personal staff can do to save the executive time and energy, there will also be need in any large organization for the kind of assistants who can share his principal operating burdens. If the executive chooses such aides judiciously he can compensate for talents which he may not have and multiply several times the impact of his leadership.

If the job of the executive requires a high level of public leadership, extensive dealing with a legislative body, a large number of outside contacts, or the devotion of much time to evolving a program or to negotiations with other executives, or if his talents do not lie in the management of an organization, a general deputy responsible in the line of command for internal administration will be needed. A permanent deputy position is likewise desirable when the executive post is one that changes with political fortunes. To be sure, it is not possible to have such a deputy on all of the situations where one could be used advantageously. In most city manager cities, for example, it is not often feasible for the manager to share his principal duties. The extent to which public attention is fixed on the centralization of responsibility in the city manager almost precludes the use of a double, although not other types of assistants.

Short of a general deputy, the executive may utilize a principal assistant either as an operating aide or as a chief of staff, giving him varying degrees of responsibility, or he may divide his managerial duties with one or more such assistants in a manner mutually compatible with the persons involved. The specific arrangement must be based upon the systematic analysis of tasks to be performed and of the personalities of the executive and the persons that can be secured to perform them. But even the best possible person will never fill the job as theoretically conceived.

However the matter is arranged, and it will always be difficult to work out smoothly, such assistants must think and act in terms that are appropriate to the organization at large. If they do not deal with matters that cut across the entire organization, they no longer serve as aides to the executive in his general leadership and management job but rather as operating heads of a group of specialized units. They then become preoccupied with segments of the organization and their work does little to contribute to the achievement of balance among the different parts. In the Federal Government, assistant secretaries in the departments are frequently used in this fashion — in the Interior, Commerce, Post Office, and Justice Departments among others. Generally speaking, there has been underdevelopment of the general deputy or assistant type of post I am describing here in state and local government as well as in the Federal Government.

Time Saving Procedures. Apart from the help the executive can get by providing himself with staff to supplement or complement his own efforts, there is much that can be done to save his time if careful attention is given to the way in which documents, information, problems, issues are presented to him.

With a little ordinary care the amount of time the executive need spend on strictly informational material can be reduced to manageable dimensions. Summaries can be prepared for reports, lengthy memos can be briefed to one page, papers dealing with related subjects can

be brought together. I am currently using a simple device in my own organization which, though small, is one in which the flow of information is enormous. My executive assistant and assistant chiefs provide me daily with a memorandum entitled "daily intelligence" in which they enumerate the things that have happened that I should know about, matters that have come up which they have arranged for others to settle, and steps they are taking to deal with affairs in which they know I have an interest. I in turn use the same device in posting the Director of the Bureau of the Budget on things he should know about. This is a very elementary but useful arrangement.

The way in which this can be done in a vast organization is illustrated by the manner in which information is packaged and presented to the Army Chief of Staff and other principal officers in the War Department. A log of selected, important messages to and from the War Department and points in all parts of the globe is the first order of business each day and takes from 15 to 45 minutes. This is followed by a meeting, atended by the Chief of Staff and his Deputy, the Secretary of War, and the Commanding General of the Army Air Forces, at which material on military operations throughout the world and on enemy developments and capabilities is presented and discussed. The data is organized by the Operations and Intelligence Divisions of the General Staff, and the discussion consumes from one-half to two hours. These daily informational routines are supplemented by a comprehensive system of briefing the Chief and Deputy Chief of Staff on all matters on which they must make decisions or on which they should be informed.

The Army also has an excellent system of long standing for standardizing the format and condensing the content of reports. In almost every case the essentials are reduced to a two page memo, covering: Statement of the problem, facts bearing on the problem, conclusions, recommendation. Explanatory discussion, if any, is put in appendices. When action is required, drafts of whatever documents may be necessary to carry out the proposals are attached. This system, referred to as "completed staff procedure", has permitted the rapid transaction of a great volume of business and has made it possible to get the comprehensive studies made and implemented in short order.

Governmental executives generally could do much to simplify their lives by insisting upon the adaptation and development of this idea to meet their particular needs. More often than not, full implementation of a plan or recommendation will take a series of steps or actions. Each of these should be set up in a fashion to permit the executive to take action quickly. It is more economical of time for the executive to send documents back for change if need be than to try to make a decision on other than a specific basis. Too often executives are confronted with the statement, "Here's a problem", rather than "I propose that you do this for these reasons".

This process of simplification should not, however, be carried to the point that the executive is deprived of the opportunity of deliberation on the facts surrounding the proposal with which he is confronted. It is not always feasible nor is it necessarily desirable to reduce proposals to one recommended course of action. When there are non-technical factors entailing judgment and perspective of a level to warrant careful attention by the executive, cut and dried solutions will handicap rather than aid him. He should have the opportunity to consider well thought out alternative recommendations.

How He Communicates His Ideas.

It will not profit the executive a great deal to be a genius in the management of his time, if he does not take steps to forge strong links between himself and the other elements in his organization. In this connection, the mobilization and indoctrination of his team of key subordinates must be near the top of any executive's agenda. When the executive sees to it that the persons in positions of responsibility have been selected and trained for the function of leadership, the way will be open for securing response to new objectives, policies, and methods. Without such a staff he will have a mob, not an organization.

If there is a free and open channel through which ideas and information can move both down and up, the influence of the executive can be felt all the way through the organization. This is not, of course, a one way process. If the executive is skillful he will take pains to develop to the utmost the ideas and suggestions coming from his staff, both because this is the way to strengthen the net product and because only in an atmosphere where there is mutual respect

are the executive's views likely to carry their maximum weight.

The kind of person the executive happens to be also has a good deal of bearing on the amount of influence he has. He is a symbol to his organization, and in the case of the higher posts, to the public as well. His attitudes and actions, both private and public, will have an effect — indirect and subtle perhaps, but nonetheless important — on the attitudes of all within his organization. If his characteristics and actions excite admiration, his staff will unconsciously be motivated to respond to his leadership and ideas. If the contrary is true, the natural reluctance of individuals to adapt themselves to the requirements of organized activity is likely to be thrice compounded.

Oral Communication. In small sessions with key officials, the executive has his best opportunity for putting over his ideas. The values of such sessions can be multiplied if, when feasible, the officials primarily concerned with the resolution of an issue bring with them a principal subordinate or two, and if appropriate staff officers are included in important discussions with line officers. Any such devices that will increase the likelihood of cross-fertilization of ideas without setting undue obstacles in the way of the expeditious handling of business should be encouraged by the executive. Furthermore, to the extent that the executive makes the most of his opportunities for meeting with groups of people rather than individuals, he will he able to extend the area over which his influence is directly felt. It is not always necessary for the executive to be present in person for this result to be achieved. One of his staff officers or assistants thoroughly familiar with his point of view and attitude can often represent him.

Meetings of this character are of enormous importance as a means of facilitating the forward movement of an organization. If as issues come to the top they can be thrashed out by the principals involved, all points can be brought out on the spot and the most effective answer nailed down. This speeds the handling of important business, and through the process of dealing in unison on organization-wide matters, the principals get to know each other and how to work together. The more this understanding is developed, the more readily they will team up voluntarily when special problems confront two or more of them.

Staff Meetings. General staff meetings, if well planned and confined to subjects that are of common interest and concern, can do much to aid communication. They can bring about fuller recognition by each individual of his relationship to the larger whole, and the executive can use them to bring about a common perspective and to help him in knitting the organization together. Anyone who has attended an effectively conducted meeting has observed how much more readily ideas take shape and are acted upon when an easy means of exchange is developed.

I do not wish to suggest, however, that general staff meetings are of exceptional importance. They are only one of many tools in the management kit. It is often taken for granted that every executive should get his key subordinates together — the department heads of a city or state government — as a cabinet, at frequent, regular intervals. The only useful purpose of group meetings of this character is discussion of matters of common concern. There is no merit in bringing diverse officials together to consider matters that can be settled in the line of command. In a meeting of department heads with the governor, any discussion of the welfare director's problems would put the director of public works to sleep. If the head of the agriculture department started to bring up his problems, most of the rest would be bored stiff. The reason for calling key subordinates together should be to dispose of issues requiring their collective judgment.

Written Communications. Written communications are a generally understood although not too well applied method of conveying the executive's ideas from one level to another in an organization, and they can be an aid to his long range efforts to develop his institution. In many organizations subordinates down the line are deluged with detailed instructions and regulations on every aspect of institutional life. Failure to credit staff with a certain amount of common sense and ingenuity will not generate mutual understanding and more likely than not will lead to complete indifference. In either event, the executive is not helped by the result.

On the other hand, there is only too apt to be a grievous lack of well thought out statements issued by the executive outlining specific objectives, schedules of operating requirements, and

definitions of responsibilities. However good a job the executive may do in dealing with his principals and however conscientious they may be about passing on the information they get from the top, this will not cover the situation entirely. Written communications are an important supplement in getting to the entire organization the basic outlines of policies and objectives.

As important as it is that policies, and also programs and methods, be translated into clear, written communications, these should not be relied upon to get an essential thought over without the assistance that comes from personal comment on their application. Furthermore, this is the only way there can ever be assurance that staff members read or at least become aware of the written word. Written communications are useful chiefly as a point of departure and serve their primary purpose, after the actual labor of thinking them through is complete, as a basis for a discussion or series of discussions with staff of the ideas or directions contained therein. They are particularly useful for the orientation and instruction of new members of the organization.

How He Harnesses His Organization

My comments to this point have been focused on the ways in which the executive uses and extends his personality, ideas, and time. This has largely left out of account the institutional framework through which he must function. None of his personal activities, negotiations, or dealings will amount to much if his institution is not so organized that he can get a firm grip on it at crucial points and at crucial times.

Keeping up to Date. Essential number one is that he must know what is going on in his organization. If he organizes for the purpose, he can keep track of the trend of affairs — weak spots and strong spots, emerging problems, bottlenecks, opportunities for progress. If he does not, he is likely to be at a loss in attempting to pursue a balanced program.

In the normal course of events he will be confronted with a vast array of paper: Actions or letters requiring his signature, drafts of orders and regulations, proposed plans of work, reports of inspections or organizational studies, program appraisals, reports of progress, statistical summaries and interpretations, personnel documents, budget and fiscal analyses, ad infinitum. With the help of his assistants in organizing and controlling these materials they can provide him with much grist for appraisal of the organization's operations.

The picture the executive gets in this fashion will be only a partial one and will lack a good deal of realism if he does not supplement these sources of information with others. Many of the gaps the executive can fill in for himself, through conversations and dealings with his subordinates, and in some fields of governmental work, through inspections. The state conservation commissioner can see at first hand what is being done in the way of development and use of state parks and in the management of state forests. On the other hand, the head of an agency engaged in activities having little tangible or physical expression cannot rely very heavily on this device. A commissioner of internal revenue, for example, cannot learn much about the product of his organization by looking at the files of paper in process.

The executive's personal staff can help keep him posted on what is going on by passing on information that he might pick up himself if he could see more people. What I am referring to is spot news that may affect the organization and its work, information on breakdowns in the organization, on personnel maladjustments, reactions of particular persons to actions by the executive, new proposals or ideas in the making, complaints with which the executive may have to deal. They may learn of these things informally by contacts below the upper crust of the organization, and they may pick up some of it from conversations with or reports by both staff and line officers. The executive needs to differentiate between the significant and unimportant in this kind of stuff which may often be little more than rumor or gossip. He must keep a check rein on it, and not let it offset the solid help which his general staff divisions can give him directly.

Staff Divisions. Perhaps the most important single tool the executive has in harnessing his organization and keeping it in focus is his general staff — the budgeting, program planning, personnel, organization and methods planning divisions. I do not include here service or auxiliary units such as statistical, procurement, and office services, as important and necessary as these may be. Neither do I include here account-

ing and legal services which, while providing control mechanisms for the executive, are otherwise more akin to the service units than they are to the general staff divisions. It is true, however, that because of personal competence, as well as the fact that they engage in some general staff activity, the accounting and legal chiefs are often used by the executive for a variety of general staff responsibilities.

The staff divisions provide resources for the analysis and development of solutions of problems common to the whole organization. They provide a source of highest counsel and advice on matters about which the executive is uncertain or has reason to doubt the solution offered by an operating subordinate. They provide a general rather than a specialized viewpoint in review both of proposals made by the operating subdivisions and of evaluating the results of the work of such subdivisions. They can do much to help the executive bring the objectives of the organization into focus and get consistency of action. In addition, the employees of such divisions circulate around the entire outfit and provide one of the most fruitful means for gathering information and of securing understanding and acceptance of policy.

The executive needs the benefit of a group of staff advisers functioning in this fashion to help him in anticipating tasks to be done, in planning to meet contingencies that may be around the corner, in mapping out policy and program, and in working out fundamental organization and methods. Their value depends, however, on the way in which they function. They must stay in the staff role of advising, consulting, and coordinating and must avoid imposing their personal judgment on line officials on operating matters. Staff divisions can become a burden rather than a help if they diffuse the executive's line of command by dipping into operating work and if they insulate the executive from other sources of counsel. That the temptation to move outside the staff realm frequently is not resisted is reflected in the common practice of having a large number of detailed transactions referred to the budget office or personnel office for review, transactions that involve no new policy questions. Perhaps the reason staff officers often insist on this is because it is easier to review the activity of others than to do creative work or because they do not have the capacity to do staff work, they have never learned what real staff work is.

The staff divisions cannot fulfill their roles to the maximum if they move off on their own in separate directions. It is, therefore, essential that general staff activities be coordinated with each other. The executive or his general deputy may be able to supply this coordination. Sometimes this can be more readily achieved by placing the staff units under an executive officer or a chief of staff. The various staff elements can in this way be brought into focus by someone concerned with the management of the organization as a whole, and the total resources are more available to the executive. Furthermore, there will then be less likelihood of nonproductive competition for the attention of the executive, and the number of organizational units the executive must keep track of personally will be reduced.

But regardless of the arrangement, general staff functions must be directed by high level officers who have a considerable amount of free access to the executive, with the executive officer performing a facilitating function and providing the environment in which the executive can most easily tap the reservoir of ideas of the individual staff officers.

Arrangement of Line Units. The way in which the executive arranges the subdivisions of his agency or bureau will also have a lot to do with whether he is on top of or at the mercy of his organization. There is much common knowledge of how to organize operating subdivisions, and I shall not go into the question in detail. I should like to comment particularly on the relationship between the way in which the organization is put together and the executive's opportunity to act on significant issues.

For example, a small number of operating divisions will not necessarily mean that the executive is sufficiently free of detail that he can contribute the element of over-all perspective and influence. When there are so few or the establishment is so arranged that the executive is walled off from operations by many layers of supervision or the job of harmonizing and coordinating on major issues is pushed down to a subsidiary level, he may become the slave rather than the master.

Related to the question of too few operating units and the layers of supervision that this

ay entail, is that of the excessive independence hat statutory provisions often give subordinate perating officers. When the functions of major ivision heads are defined by statute, the top xecutive is placed under a severe handicap in rying to manage what frequently become ndependent principalities. I recall the vivid omment of a Federal executive who complained hat he had the impossible task of administering federation of bureaus rather than a department.

In a different category are the complications hat may ensue if there is too fine a breakdown of activities. Not only is he unable to hold he separate units within his span of attention, which leaves them floating on their own, but hose issues that do reach him may get one ided or unbalanced consideration. Functions eed to be so arranged that, to the maximum xtent possible, varied points of view will be rought to bear and reconciled at points along he way. In recognition of the dangers of over pecialization, up-to-date city health departments, for example, have moved away from the ystem of organizing public health nursing ervices on the basis of specialized types of ork; tuberculosis, venereal disease, infant care. Units or districts consisting of a group of urses able to meet varied problems and situaions are in large measure self-coordinating and hus reduce the burden on higher administraive positions.

There is another disadvantage in agencies or nits set up with relatively narrow functions. If he agency commands the support of a specialized or single purpose type of interest or presure group, undue influence in one direction ay be exerted on the executive, and it will be ore difficult for him to keep his organization n proper focus.

Almost all of these dilemmas of internal organation have been faced at one time or another n organizing the housing functions of the Federal Government. In February, 1942, the three ajor functions of loan insurance, mortgage anking, and public housing were brought ogether by Executive Order to form the National Housing Agency. In varying degrees each unction has its own clientele including one or ore interest groups. If any one of these funcons should be reconverted to independent gency status, the executive of such a narrowly ased agency would be subject to highly specialized pressures. The executive of a unified housing agency is in a far better position to balance off interest against interest and emerge with a program which reflects the national interest.

Combining the mortgage banking and housing loan insurance functions with all the other loan activities of the Government would be equally undesirable from the point of view of carrying out a housing program. Such a move would facilitate credit policy coordination by the head of the agency but would complicate the job of executives of other agencies operating in the same functional field, as well as subordinate program objectives to fiscal considerations. The public housing chief could not, under these circumstances, easily reconcile housing credit activities with his program. The purpose of the Federal housing programs is adequate housing for all citizens. Consequently, a permanent agency encompassing all three housing functions holds greatest promise as a method of providing coordinated leadership over a comprehensive group of closely knit housing operations. This solution permits effective executive direction and control. It is for this same reason that credit agencies in the agricultural field have been placed in the Department of Agriculture, those concerned with foreign operations in the Foreign Economic Administration, and so on.

Is He a Success?

This discussion has touched on some of the things that the executive can do to harmonize and get the most out of the other elements in his organization. I have emphasized that this is the way that he builds up his influence in his organization and guides it toward its objectives. In closing, I should like to reiterate my earlier point that although the executive is not likely to succeed if he approaches his organization as something that is his own to command, he is at no disadvantage as he takes up the role of leadership.

The fact that he is the repository of formal authority in his organization is a powerful asset in the business of developing his titular position into one of genuine force and strength. Furthermore, it is up to him at any one point in time to determine the issues which he wants to have referred to him for decision. Although he may not decide much in his organization, quantitatively speaking, his choice of the deci-

sions that he should make will determine how his organization meets its major difficulties. The point is that for the most part, he must depend upon others; therefore to the extent that the entire organization moves within a commonly accepted framework the more likely it is that the organization will develop some speed and assurance in its forward movements.

My comments have been directed in large part toward some of the methods by which this team relationship can be developed. I trust that these may have proved helpful by suggesting some of the aspects of the business of managing a government enterprise beyond those generally taken for granted. All of these devices and suggestions, however, will not prove any substitute for general aptitude in the business of getting people to pull together. The real leader does not consciously rely upon any pat method of exercising leadership and influence. This is something to which he will be sensitive by his very makeup. He will feel the pulse of his organization and will understand it as a whole rather than as a lot of separate segments. He will know whether he understands it by whether it is responsive to him. If he has this sensitivity, even if he is a neophyte, he will soon learn the tricks of the trade. If he doesn't have it, no amount of boning up on what experience has taught us will help him much.

This can perhaps be illustrated by an analogy that is more suggestive than it is accurate. A person making his first public speech has little impression whether or not he is carrying his audience. By his 100th speech he should know. If he doesn't, he is not a real public speaker. If he does, he will adjust his performance in many ways in order to bring the audience and himself into harmony. And so it is with the executive in relation to his organization. A good executive gets the feel of situations by the way in which those with whom he deals respond to him, and adjusts himself and his staff arrangements accordingly.

(*From "New Horizons In Public Administration", University of Alabama Press,* 1945.—*Reprinted with the permission of the copyright owner*).

Día del Municipio Americano

Day of the American Municipality

24 de Abril

COMO ES SABIDO, en el Segundo Congreso Interamericano de Municipios, celebrado en Santiago de Chile los días del 14 al 21 de Septiembre de 1941, se adoptó la Resolución No. 26, cuyo Apartado No. 12 dice textualmente como sigue:

"12) Invitar a los Municipios a que declaren Día del Municipio Americano la fecha del establecimiento del Primer Ayuntamiento del Nuevo Mundo".

Ese Primer Ayuntamiento americano fué el inaugurado en La Isabela, capital de la isla Española, bajo los auspicios del Descubridor y Gran Almirante Don Cristóbal Colón, el 24 de Abril de 1494.

IN the Second Inter-American Congress of Municipalities, held in Santiago de Chile from September 14th to 21st, 1941, Resolution No. 26 was adopted, Section 12 of which advocates:

"(12) The establishment of American Municipality Day on the anniversary of the founding of the first city government in the New World".

The first established City Government was inaugurated in La Isabela, capital of the Island of Hispaniola, under the auspices of the Great Discoverer and Admiral, Christopher Columbus, on April 24th, 1494.

El Congreso Nacional de la República Dominicana, con fecha 24 de Julio de 1941 (anticipándose, pues, por una feliz coincidencia, a la invitación de dicho Segundo Congreso Interamericano de Municipios), votó la Ley No. 516, en la cual se dispone que siendo "aspiración del pueblo... que se conmemore cada año, con actos edificativos, la fecha inicial de tan fecunda tradición de gobierno municipal — Se declara el día 24 de Abril, *Día de los Ayuntamientos*".

Posteriormente, el 23 de Abril de 1942, el Ayuntamiento de La Habana adoptó el Acuerdo No. 1512, aprobado por el Sr. Alcalde Municipal con fecha 28 de igual mes, y a virtud del cual se dispuso: "Interesar del Poder Legislativo del Estado, se dicte una Ley declarando el día veinticuatro de Abril, "Día del Municipio Americano"; que mientras no se dicte esa Ley, por este Municipio se celebre en la expresada fecha de cada año el "Día del Municipio Americano"; comunicar este Acuerdo a todos los Ayuntamientos de la República, con el ruego de que tomen Acuerdos similares; que por el Ejecutivo Municipal... se disponga la celebración de actos culturales que propendan a difundir: a) la importancia del Municipio en la organización estatal y su historia a través de los tiempos, y b) *a estrechar los lazos de amistad entre todos los pueblos de la América a través de esta primera célula política y administrativa del Estado;* que todos los años, con motivo del día mencionado, se envíe Mensaje cordial de saludo y confraternidad a todos los Gobiernos Municipales de las Capitales de los países de América"...

El Alcalde Municipal de La Habana, dando entusiásticamente fiel cumplimiento a lo dispuesto, ha hecho celebrar con toda puntualidad lo acordado por el Ayuntamiento habanero. Y hasta el presente han contestado, mostrándose deseosos de colaborar en esta laudable obra de confraternidad municipal panamericana, y adhiriéndose a tan noble y útil movimiento de solidaridad de los pueblos de las Américas, muchas de las altas autoridades municipales de las Repúblicas hermanas.

En este año de 1945, festejó la Ciudad de La Habana el "Día del Municipio Americano", entre otros actos, con el siguiente programa, que se desarrolló en el Anfiteatro Nacional:

The National Congress of the Dominican Republic, on July 24th, 1941 (in advance of the Resolution of the Inter-American Congress of Municipalities), passed Law No. 516, which provides, that it being "the desire of the people ... that each year the anniversary of such an historically important date in the tradition of municipal government be commemorated, the 24th of April is declared to be *Municipality Day*".

Later the City Government of Havana adopted Resolution 1512, on April 23, 1942 (signed by the Mayor on April 28th), which provides that "The Central Government shall be encouraged to pass a law declaring April 24th the Day of the American Municipality; that until such law is passed the Municipality of Havana will celebrate said day on this date; to inform all the City Governments throughout the Republic of this Resolution, with the request that they pass similar resolutions; that the Mayor... provide for the celebration of cultural functions to popularize: a) the importance of the municipality in the organization of the State and its history, and b) *to cultivate the closer relationship between the peoples of all the Americas through this primary political and administrative cell of the State;* that for this day, a cordial message of greeting and fraternity shall be sent every year to all municipal governments of the Capitals of the Americas ..."

The Mayor of Havana, in enthusiastic support of the provisions, has regularly arranged for its celebration by the Havana City Government. Many municipal authorities of the Sister Republics have already answered and shown their desire to cooperate in this laudable fraternal Pan-American municipal project, and to support such a noble and useful movement to unify the peoples of the Americas.

This year, the City of Havana celebrated the Day of the American Municipality, among other things, by presenting the following program of event in the National Amphitheater:

I

National Anthem .... P. Figueredo
Stephen Foster Melodies
(*Selections*) .... L. Guzmán (U.S.A.)
(Havana Municipal Band under Direction of Gonzalo Roig.)

I

Himno Nacional .... P. Figueredo

Stephen Foster Melodies
(*Selección*) .... L. Guzmán (U.S.A.)
(Banda Municipal de Música de La Habana, Dtor. Gonzalo Roig).

a) *Vidalita* .... Williams (Argentina.)
b) *Sacy Pereré* (*Canción de Cuna*) .... Aymbere (Brasil).
c) *Noche Buena* (*Tonada*)....Román Heitman (Chile).

Solista: Sra. Caridad Campi de Grillo.
Al Piano: Luis Borbolla.

II

Himno Municipal Interamericano .... G. Roig (Cuba)

(Banda Municipal de Música de La Habana y Coros de las Escuelas Municipales).

a) Palabras por el Sr. Ministro de la República Dominicana.
b) *Suspiros de Chanchamayo* (*Yaraví*) .... Arreglo de Miles de Musgo (Perú).
c) *Esta Noche Serena* (*Serenata*) .... XX (Venezuela.)
d) *Anhelos* (*Pasillo*) .... Tito del Moral (Colombia).

Solista: Sra. Caridad Campi de Grillo.
Al Piano: Luis Borbolla.

III

Mosaico Mexicano (*Sobre Cantos Populares*) .... Arreglo de F. Rojas (México).

(Banda Municipal de Música de La Habana, Dtor. Gonzalo Roig).

a) *Canción Mixteca* .... López Avadez (México).
b) *Patria* (*Canción*) .... Galimany (Panamá).

Solista: Sra. Caridad Campi de Grillo.
Al Piano: Luis Borbolla.

Rapsodia Cubana .... G. Roig (Cuba).
(Banda Municipal de Música de La Habana. Dtor. Gonzalo Roig).

El Dr. Raúl G. Menocal pronunció las palabras que siguen:

a) *Vidalita* .... Williams (Argentina)
b) *Sacy Pereré* (*Cradle Song*) ...... Aymbere (Brazil).
c) *Noche Buena* (*Song*)...... Roman Heitman (Chile).

Soloist: *Caridad Campi de Grillo*
Pianist: Luis Borbolla

II

Inter-American Municipal Hymn .... G. Roig (Cuba)
(Havana Municipal Band and Choruses of the Municipal Schools)

a) Address by the Minister from the Dominican Republic.
b) Suspiros de Chanchamayo (Yaraví) Arrangement by Miles de Musgo (Perú).
c) *Esta Noche Serena* (Serenade) .... XX (Venezuela).
d) *Anhelos* (*Pasillo*) .... Tito del Moral (Colombia).

Soloist: Caridad Campi de Grillo
Pianist: Luis Borbolla.

III

Mosaico Mexicano
Popular Songs .... Arrangement by F. Rojas. (México).
(Havana Municipal Band under Direction of Gonzalo Roig).

a) *Canción Mixteca* .... López Avadez (México).
b) *Patria* (*Song*) .... Galimany (Panama).

Soloist: Caridad Campi de Grillo
Pianist: Luis Borbolla.

Rapsodia Cubana .... G. Roig (Cuba).
(Havana Municipal Band under Direction of Gonzalo Roig).

Mayor Raul G. Menocal gave the following address:

Ladies and Gentlemen:

Upon opening this meeting, which aside from commemorating a historical event is intended to inform the public about its institutions and local administration, and, even more important, to encourage closer ties among all the countries in this hemisphere, in simple popular community demonstrations in all municipalities on this same date, I consider it my duty to pronounce these brief words, prompt-

Señoras y señores:

Al dar comienzo a este acto que, además de su finalidad de rememoración histórica, tiene la de poner en contacto a los pueblos con sus instituciones políticas y administrativas locales, y la más significativa aún del estrechamiento de vínculos entre todos los países de este hemisferio, en una manifestación sencilla y popular por la comunidad de su celebración en todos los Municipios en esta misma fecha, creo de mi deber decir estas breves palabras, por razón de haber desaparecido hace pocos días ese gran hombre universal, producto de nuestras Américas, que constituyó la esperanza de todos los seres conscientes y civilizados del mundo y que, con su extraordinaria personalidad, su visión amplísima y lejana, su nobleza de alma y su carácter indomable, ha podido producir la consolidación de la amistad y de las normas de buena vecindad entre nosotros los americanos del Norte, del Centro y del Sur, junto con la reafirmación de los principios democráticos y del triunfo, hace unos cuantos años aparentemente imposible, de las Naciones Unidas en esta guerra por el bienestar de la humanidad.

ed by the passing a few days ago of a great man and a universal figure, a son of our Americas who represented the hope of all thinking, civilized peoples throughout the world, a man who, because of the extraordinary force of his personality, his broad and penetrating vision, his noble spirit and strength of character, has been able to bring about the coordination of friendship and standards of good neighborliness among us Americans of the North, Central and South, as well as the reaffirmation of the principles of democracy and of victory for the United Nations in this war for the welfare of mankind, which a few years ago seemed impossible.

Few human beings have the good fortune, which Franklin Delano Roosevelt enjoyed, of departing this world leaving established a series of principles and ties of such fundamental and solid worth that it will be with difficulty that they are destroyed, though they may have no other protection than the mere memory of his name. His passing has been a rude blow to the movement of Inter-American municipal cooperation, which he encouraged in so many ways, convinced as he was of its efficacy in maintain-



Vista de parte del numeroso público que asistió a la conmemoración del "Día del Municipio Americano".

View of part of the large audience at the commemoration of the "Day of the American Municipality".

Pocos seres humanos tienen la suerte que ha tenido Franklin Delano Roosevelt, de terminar su existencia dejando establecidos una serie de principios y nexos tan fundamentales y tan sólidos, que será difícil que puedan destruirse sin otra protección que el solo recuerdo de su nombre.

Para este movimiento de cooperación municipal interamericana, al que tantos estímulos brindara, convencido de su eficacia para mantener los más cordiales sentimientos de unión y colaboración entre todos los moradores de nuestro Continente, su desaparición ha sido un rudo golpe. No obstante, como antes decimos, el solo recuerdo de su nombre hará que este movimiento subsista y prospere. Como homenaje devoto a la memoria de ese gran paladín de la cordialidad y de la esperanza, os ruego que nos pongamos de pie y guardemos un minuto de silencio.

Muchas gracias.

S. E. Virgilio Díaz Ordóñez, Ministro Plenipotenciario de la República Dominicana, pronunció el hermoso discurso reproducido a continuación:

ing the most cordial feelings of union and collaboration among the inhabitants of this Continent. However, as we mentioned before, the mere memory of his name will help the movement to grow and prosper. As humble homage to the memory of that great champion of friendliness and hope, I beg you to join me in standing for a moment of silence.

Thank you.

The Honorable Virgilio Díaz Ordóñez, Minister Plenipotentiary from the Dominican Republic, gave the moving speech printed below:

His Excellency the Mayor of Havana, Ladies and Gentlemen:

The decision of the Pan-American Commission on Intermunicipal Cooperation to offer the representative of the Dominican Republic the opportunity of being on this tribune on the Day of the American Municipality has a historical motive.

The New World was shrouded in mystery and barely emerging from the darkness of discovery, when in the dying days of 1493, in the



Otra vista del público que concurrió al acto conmemorativo del "Día del Municipio Americano".

Another view of the audience attending the observance of the "Day of the American Municipality".

Honorable señor Alcalde de La Habana:

Señoras y señores:

La decisión, acordada por la Comisión Panamericana de Cooperación Intermunicipal, de ofrecer al representante de la República Dominicana la honradora distinción de ocupar esta tribuna en el Día del Municipio Americano, tiene sus causas en motivos de carácter histórico.

Abrumado de misterio y húmedo todavía de las milagrosas aguas del Descubrimiento se encontraba el Nuevo Mundo, cuando en los finales días del año 1493, en la última década del siglo XV, se comenzó a edificar en la Isla Española la primera ciudad construída por los europeos en América, y a la cual le fué impuesto por Colón el nombre de La Isabela, en honor de la muy católica reina que con tanto fervor ofrendó el oro espiritual de sus plegarias en beneficio de que se hiciera realidad el más portentoso hallazgo de todos los tiempos: el encuentro providencial de un mundo nuevo.

Consecuencia natural de la fundación de aquella primera ciudad cristiana en las tierras recién descubiertas, fué la constitución del primer gobierno colegiado en el Nuevo Mundo, gobierno que inicia la formación orgánica de lo que tras evoluciones lentas llega a ser el Municipio. La evolución de aquel, en América, incipiente gobierno urbano, culmina con el transcurso de los años en autoridad edilicia.

El destino histórico eligió la Isla de Santo Domingo para toda una serie de continentales iniciaciones. En su suelo, y precisamente en La Isabela, se dijo la primera misa solemne que perfumó de cristianismo la pagana inocencia de los cielos de América. Sobre su tierra, callada y buena, sufrida y generosa, el hombre de Europa hizo sus primeras batallas antes de decir su primera misa, como indicio de que la espada se adelantaba a la cruz en el drama épico y místico de la Conquista. Sobre sus acantilados se elevaron las primeras fortalezas que anunciaron al indio la presencia de una voluntad poderosa llegada de la otra orilla del mar. En las márgenes de sus ríos se elevaron, como enraizados en tierra fértil y fecunda, los poblados primeros que en el Nuevo Mundo levantaron sobre los techos, como para presidir dominadoramente, una torre con sus almenas y un campanario con su cruz. Del seno de aquella isla, fecundo y perdonador como el de una madre, nacieron para América la primera iglesia, el pri-

last decade of the XV Century, the construction of the first city built by Europeans in America was started on the Island of Hispaniola, which was given the name of La Isabela by Columbus, in honor of Queen Isabela la Católica, who so fervently had offered up her prayers that this venture might be the most portentous discovery of all time: the providential discovery of a new world.

A natural consequence of the founding of that first Christian city in the newly discovered land was the setting up of the first government unit in the New World, a government which introduced the basic form that has evolved into the Municipality. The evolution of that, in America, new urban government, has culminated with the passing years in the municipal council.

Destiny selected the Island of Santo Domingo for a series of continental inaugurations. On her soil, and precisely in La Isabela the first solemn mass was said, to lend its Christian fragrance to the pagan innocence of the American skies. On this land, silent and good, long-suffering and generous, men from Europe waged war before saying mass, as a sign that the sword preceded the cross in the epic and mystical dramas of the Conquest. On its promontories were built the first fortresses to announce to the Indian the presence of a powerful will from across the sea. On the shores of its rivers were built, as if rooted in the fertile and rich land, the first towns in the New World to raise above the roofs, like a dominating overseer, a parapeted tower and a belfry surmounted by a cross. From the bosom of that isle, generous and forgiving as a mother's, were born the first American church, the first hospital, the first school, the first convent, the first viceroy's throne, the first university.

And so, the drama of Santo Domingo is as old as the discovery of America. Scene of conflict and of contact, of acclimitization and conquest, the soul of the Old World appeared on that island as if at a window opened to the vast space of infinite possibility.

The bright dawn of the Conquest was followed by the dull day of the Colonial period; and then began the long three and a half centuries when the island which had been the throat through which the Continent drew heroic breath to fill the lungs of that epic period of the Conquest, passed from warm affection to unpleasant oblivion in the regard of the Dis-

mer hospital, la primera escuela, el primer convento, el primer trono virreinal, la primera universidad... Hermoso más que interminable sería el recuento si junto a tantos blasones históricos, sobre aquella misma tierra isleña, América toda no hubiera sentido sus primeros grandes dolores en la entraña viva de la raza autóctona.

De ahí que el dramatismo de la tierra dominicana sea tan viejo como el descubrimiento de América. Escenario inicial de contacto y de choque, de aclimatación y de conquista, el alma del Viejo Mundo se asomó a aquella isla como a una ventana abierta a la vasta amplitud de posibilidades infinitas.

A la mañana de sol de la Conquista sigue la tarde sin sol de la Colonia; y se inicia entonces un largo período de tres siglos y medio en que la isla que en un tiempo fuera la garganta por donde el Continente aspiró el aliento heroico que ensanchara los pulmones de la epopeya conquistadora, pasó del cariño encendido al olvido displicente de la Nación Descubridora, que la dejó escindirse primero, como un ánfora golpeada, y la cedió luego como cosa en cuyo aprecio no mediara ni amor ni interés.

Restituída —por manos nativas— la autoridad española para la parte oriental de la isla, se inicia a principios de la tercera década del siglo XIX el período de las independencias nacionales. Cuatro veces necesita aquel pueblo hacer lo que los pueblos felices del mundo no tienen que hacer más que una sola vez: su independencia. Por eso un eminente cubano ha dicho que a los dominicanos les ha correspondido el doloroso privilegio de rehacer su independencia más veces que ningún otro pueblo de América.

Pero, señoras y señores, si me he permitido citar esos acontecimientos que exaltan más una simpática comprensión que un interés real, ha sido para tener la oportunidad de señalar cómo, a lo largo de aquellas vicisitudes nacionales, la institución municipal fué eje firme sobre el cual giró la vida de un pueblo en busca de su estabilidad permanente. Todo cuanto hay de escuela cívica en el organismo edilicio, sirvió de fuerza coherente para reunir propósitos dispersos y para vivificar voluntades inertes. En este sentido, y especialmente en nuestro caso, lo administrativo hizo lo político, el municipio hizo la nacionalidad.

Así, en las penosas luchas internas, que en nuestro caso colmaron casi totalmente el primer

coverer Nation, who allowed it to be broken like a beaten amphora and then gave it away as a thing whose value merited neither affection nor interest.

No more had Spanish authority been restored — by native hands — in the eastern part of the island, than the opening of the third decade of the XIX Century launched the period of national liberations. Four times had people had to master what happy peoples in the world have to master only once: their independence. For this reason, an eminent Cuban has said that the Dominicans have had the sad privilege of regaining their independence more often than any other people in America.

But, ladies and gentlemen, if I have permitted myself to cite these events which awaken understanding sympathy more than avid interest, it has been to make the opportunity to point out how, after such national vicissitudes, the municipal institution was the strong axis upon which the life of a people revolved in search of permanent stability. Whatever civic schooling there is in municipal organization served as a coherent force to unite diverse interests and animate inert volitions. In this sense, and especially in our case, administration produced politics, municipal government created nationality.

Thus, during the painful internal struggles which in our case almost totally filled the first century of independent life, in the midst of the wreckage of central authority, municipal authority remained afloat, dominant in its civic and moral strength, more respected by unbridled forces the more defenceless it became in its austere simplicity.

This social, political and patriotic function of the municipality has been justly honored by Resolution No. 26 (Development of Inter-American Friendship through Municipal Activities) adopted in the Second Inter-American Congress of Municipalities held in Santiago de Chile from the 15th to the 21st of September, 1941, a resolution which states in Section 12: "To invite municipalities to celebrate as the Day of the American Municipality the date of the establishment of the first Municipal Government in the New World". The continental importance of municipal function has been what has motivated Dr. Carlos M. Moran, Secretary of the Inter-American Congress of Municipalities, to suggest to the Municipality of Havana Resolution

siglo de vida independiente, en medio del naufragio de la autoridad central la autoridad del municipio quedaba a flote, imponiendo su fuerza cívica y moral, tanto más respetada por el desbridamiento de las pasiones cuanto más inerme era en su austera sencillez.

Es esa función social, política y patriótica del municipio la que ha sido justicieramente honrada por el Acuerdo número 26 (Fomento de la Amistad Interamericana por medio de las actividades municipales) adoptado en el Segundo Congreso Interamericano de Municipios celebrado en Santiago de Chile en los días del 15 al 21 de septiembre del año 1941, acuerdo que en su apartado 12 dice textualmente: "Invitar a los Municipios a que declaren Día del Municipio Americano la fecha del establecimiento del Primer Ayuntamiento del Nuevo Mundo". Es esa importancia continental de la función edilicia la que movió al distinguido doctor Carlos M. Morán, Secretario del Congreso Interamericano de Municipios a sugerir a esa ilustre Corporación el Acuerdo 1512, del 23 de abril de 1942, aprobado en fecha 28 del mismo mes por el Honorable Sr. Alcalde, doctor Raúl G. Menocal, acuerdo en cuyo párrafo cuarto figura esta hermosa resolución: que "se disponga la celebración de actos culturales que propendan a difundir: a) la importancia del Municipio en la organización estatal y su historia a través de los tiempos; y b) a estrechar los lazos de amistad entre todos los pueblos de América a través de esta primera célula política y administrativa del Estado". Es esa significación histórica de la función municipal la que inspiró al Gobierno de la República Dominicana al dictar la Ley número 516, de fecha 24 de julio de 1941, que declara el 24 de abril de cada año Día de los Ayuntamientos, en consideración de que en esa misma fecha del año 1494 "inauguró sus trabajos en La Isabela, primera capital de la Isla Española, bajo los auspicios del Descubridor y Gran Almirante Don Cristóbal Colón, el primer gobierno colegiado en el Nuevo Mundo". Semejantes acuerdos se han tomado por los demás Municipios de las tres Américas.

Y puesto que, como dijo un ilustre cubano, no hay cosa en la isla de Santo Domingo que no haya sido cronológicamente la primera en América, natural ha sido que la primera entidad de carácter municipal organizada en el Nuevo Mundo, correspondiera al suelo dominicano. A ese ordenamiento de la verdad histórica,

1512, of April 23, 1942, approved on April 28th by Mayor Raul G. Menocal, in the fourth paragraph of which appears the following appropriate phrases: that "the Mayor ... provide for the celebration of cultural functions to popularize a) the importance of the municipality in the organization of the State and its history through the years, and b) to cultivate the closer relationship between the peoples of all the Americas through this primary political and administrative cell of the State". This historical significance of municipal function is what inspired the Government of the Dominican Republic to pass Law 516 of July 24, 1941, declaring April 24th as Municipality Day, in deference to the fact that on this date, under the sponsorship of the Great Discoverer and Admiral, Christopher Columbus, the first municipal government in the New World started functioning in La Isabela, the first capital of the Isle of Hispaniola. Similar action has been taken by the rest of the cities of the Three Americas.

And, as a renowned Cuban once said, since there is nothing on the island of Santo Domingo which chronologically is not the first in America, it is natural that the first entity of a municipal nature to be organized in the New World should have come to life on Dominican soil. To this order of historical events, generously acknowledged by the Pan American Commission on Intermunicipal Cooperation, I owe the distinction, which I deeply appreciate, of being here on this tribune in representation of my country.

The celebration of the Day of the American Municipality, on April 24th of each year, constitutes one of the most significant demonstrations of fraternal understanding and civic, continental solidarity. Throughout the Colonial period, the municipality was a civic school, a popular classroom where the American citizen was initiated into the study and practice of the science of governing. The political precocity of the citizen of the New World found there a practice ground and a training field, a stadium and an agora, an opportunity for administrative exercise and a desire for executive experience. I believe it is fully correct to state that in the civic school of the Municipality was where the American citizen learned to become the creator of countries and builder of republics. Therefore, the Day of the Municipality which we celebrate today with the free banners of the Continent

generosamente reconocido por la Comisión Panamericana de Cooperación Intermunicipal, debo la señalada honra, que agradezco profundamente, de ocupar esta elevada tribuna en nombre de mi país.

La celebración del Día del Municipio Americano, 24 de abril de cada año, constituye una de las más significativas manifestaciones del fraternal espíritu de comprensión y de solidaridad cívica continental. A lo largo de la época colonial, el municipio fué escuela cívica, aula popular donde el hombre americano se inició en el estudio y en la práctica de la ciencia de gobernar. La precocidad política del hombre del Nuevo Mundo encontró allí palestra y campo de entrenamiento, estadio y ágora, oportunidad de ejercicio administrativo y voluntad de experiencia dirigente. No creo que hay error alguno en afirmar categóricamente que en la escuela cívica del municipio fué donde el hombre de América aprendió a hacerse forjador de patrias y constructor de Repúblicas. Por eso, el Día del Municipio, que hoy celebramos cuando las banderas libres del Continente flamean sacudidas por ráfagas de victoria, no debe ser simplemente considerado como un homenaje a la tradición histórica, sino más bien como un tributo de fe a los ideales democráticos de América.

Y concluyo felicitando al Municipio de La Habana y a su muy digno Alcalde el doctor Raúl G. Menocal, por la fidelidad con que esa Ilustre Institución viene dando honorable cumplimiento al acuerdo internacional pactado por los Municipios americanos en el Segundo Congreso de Santiago de Chile.

Muchas gracias.

Las fotografías que ilustran esta reseña, dan alguna idea del numeroso público que concurrió al acto.

Tanto los oradores como los cantantes y músicos fueron calurosamente aplaudidos.

blazing, swept by the breeze of victory, should not be simply regarded as an homage to historical tradition, but rather as a tribute in faith to American democratic ideals.

I should like to close by complimenting the City of Havana and Mayor Menocal on the faithful execution of the international agreement signed by the American Municipalities at the Second Congress of Santiago de Chile.

I thank you.

The photographs accompanying this review will give some idea of the numerous audience attending the function.

The speakers, musicians and singers were warmly applauded.

Primera Reunión Nacional de Municipios Argentinos

First National Assembly of Argentine Municipalities

DEL 12 AL 23 DE MARZO de este año, tuvo lugar en Buenos Aires esta Primera Reunión Nacional de Municipios de la República Argentina, según la convocatoria hecha por el Poder Ejecutivo.

Su Objeto Primordial.

En el discurso inaugural, el Señor Vice-Presidente de la Nación, Coronel Don Juan Perón, expresó que el Poder Ejecutivo, al convocar la Primera Reunión de Municipios, no lo había hecho para analizar aspectos institucionales del régimen comunal, ni problemas vinculados al funcionamiento de los entes municipales, sino

THE FIRST NATIONAL ASSEMBLY OF MUNICIPALITIES of the Argentine Republic, called by the National Government, took place from March 12th to 23rd of this year.

Purpose.

In his opening speech, Vice President Juan Perón said that in calling this First Assembly of Municipalities, the National Government did not intend to analyze the institutional aspects of community regimes, nor the problems connected with the functioning of municipal entities, but that being aware of world changes and alert to the future of the country, after first auscul-

que con el espíritu bien atento a las conmociones mundiales y los ojos fijos en el porvenir de la Patria, había esbozado los objetivos que deben perseguirse, auscultando las verdaderas aspiraciones e inquietudes del pueblo en cuanto se refiere a los asuntos más inmediatos que tiene planteados o pueden planteársele en el momento más imprevisto.

"De ahí que no sean las normas de gobierno comunal las que en esta Reunión se analicen, sino las orientaciones que pueden solucionar de manera concreta y terminante, cualquier eventualidad que amenace perturbar el ritmo de nuestra economía...

"Queremos indagar y conocer cuáles son las aspiraciones e inquietudes de los municipios y cuáles son sus posibilidades económicas para satisfacerlas. Ante todo, cuál es la meta; luego ya veremos cuáles son los medios para alcanzarla...

"Deben aunarse esfuerzos para que el Municipio argentino logre estar a la altura de su misión en una época en que ésta parece consistir, fundamentalmente, en brindar a la población las mejores condiciones de vida que permite el progreso técnico...

"Los problemas municipales, su estado sanitario, sus servicios esenciales, las condiciones de vida y techo de su población, son problemas argentinos, de interés nacional, motivo de profunda preocupación para las autoridades nacionales que no vacilarán en adoptar todas las medidas inherentes a la órbita de su responsabilidad y facultades constitucionales, que faciliten al Municipio la correcta solución de sus propios problemas. No incumbe, desde luego, al Gobierno de la Nación asumir la responsabilidad en materias puramente locales, del mismo modo que tampoco corresponde al Municipio cargar sobre sus espaldas la responsabilidad de los problemas netamente nacionales. Sería incomprensible, no obstante, que el Gobierno de la Nación se desinteresase por la manera de vivir del pueblo argentino, en atención al hecho de que habita en la jurisdicción de un Municipio..."

En el discurso del Presidente de la Comisión Organizadora, Coronel Don Aníbal F. Imbert, en la ceremonia inaugural del día 17 de marzo, señaló que el objetivo primordial de la Reunión "consiste en formar una conciencia colectiva sobre los aspectos más destacados de los problemas que puedan afectar a la economía del país, como

tating the true aspirations and needs of the people with respect to the most pressing matters at hand or possibly threatening unexpectedly, it had outlined the immediate objectives to be pursued.

"Therefore, in this Assembly, let us not be concerned with community government, but instead with situations which may have a bearing on the definite and final solution of any possible eventuality which may threaten to disturb the rythm of our economy ...

We wish to probe and learn what the desires and problems of the municipalities are and what the economic possibilities for their solution are. First, what is the goal; later, we shall see what the means of reaching it shall be ...

"There must be unity to enable the Argentine Municipality to fulfill its mission at a time when this seems to consist fundamentally in offering the people the best conditions of life technical progress will permit...

"Municipal problems, sanitary conditions, essential services, living and housing conditions are Argentine problems of national scope, a source of profound concern to the national authorities, who will not hesitate to adopt all the measures permitted them as being within the province of their duty or their constitutional powers to help the municipalities solve their problems properly. Obviously, it is not the role of the National Government to assume responsibility for purely local matters, just as the Municipality cannot take on its shoulders the burden of clearly national problems. Nevertheless, it would be incomprehensible for the National Government to be uninterested in how the Argentine people live, just because they happen to dwell within the boundaris of some municipality..."

The President of the Organizing Committee, Colonel Anibal F. Imbert, in his speech at the Inauguration on March 17th, pointed out that the primary purpose of the Assembly "consists in creating a collective conscience on the most significant aspects of problems which may affect the national economy as a consequence of the world war and its termination ...

"If each local group, under the direction of its municipality, will act as an efficient guardian of the general welfare, all these aggregates throughout the country, functioning together and coordinated to work harmoniously, will achieve highly beneficial and constructive results...

consecuencia de la guerra mundial y su liquidación...

"Si cada grupo vecinal, bajo las directivas de su Municipio, ofrece la garantía de su eficiencia como guardián de los intereses comunes, todos aquellos conjuntos que integran la extensión territorial del Estado, en común ejercicio de sus funciones, y puestos de acuerdo para proceder armónicamente, alcanzarán resultados altamente provechosos y constructivos...

"Señalemos, de paso, que por primera vez en la historia del país, han sido llamados a la Capital de la República los Delegados de todos los Municipios, que son los genuinos representantes del trabajo, del comercio y de la industria local, no para indicarles normas ni directivas, sino para escuchar sus legítimas y reales aspiraciones..."

Ya con anterioridad, al declarar abiertas las Sesiones Preparatorias de la Reunión Nacional de Municipios, el expresado Coronel Don Aníbal F. Imbert, había hecho notar que la Reunión (de carácter exclusivamente social y económico) "permitirá reunir una cantidad grande de antecedentes que el Consejo Nacional de Postguerra necesita para cumplir con la misión que le encomendara el Superior Gobierno de la Nación", y que "las determinaciones de esta Primera Reunión Nacional de Municipios, deben referirse a soluciones inmediatas; pero, al mismo tiempo, no hay duda que las autoridades recibirán por conducto de estas representaciones todos los informes y datos estadísticos que puedan ser de utilidad, y a la vez los señores Delegados podrán llevar a los distintos puntos de la República informaciones interesantes obtenidas en el contacto de hombres que vienen dispuestos a dar toda su contribución en las tareas que deben desempeñar, que vienen a enseñar y a aprender en esta materia de los Municipios para realizar después, en las distintas ciudades del país, una obra de bien común".

A este respecto del objeto primordial de la Reunión, el Intendente Municipal de la ciudad de Buenos Aires, Teniente Coronel Don César R. Caccia, manifestó lo siguiente: "El planteo de las cuestiones sociales y económicas incluídas en el Temario sometido por el Consejo Nacional de Postguerra a consideración de los Municipios argentinos, participantes de la presente Reunión, corresponde directamente al conocimiento minucioso de las necesidades de los medios indispensables para afrontar con eficacia, o sea

"Incidentally, we wish to point out that for the first time in the history of this country, delegates from all the municipalities have been called to the Capital of the Republic, as the natural representatives of labor, commerce and local industry, not to set them goals nor give them directives, but to listen to their real, reasonable needs..."

Earlier, upon opening the Preparatory Sessions of the National Assembly of Municipalities, Colonel Imbert had made it clear that the Assembly (exclusively social and economic in character) "will make it possible to collect an immense amount of information which the National Council for the Post War needs to carry out the mission assigned it by the National Government..." and that "this First National Assembly of Municipalities shall concern itself with immediate solutions; but, at the same time, the national authorities will doubtless thus receive all the information and statistical data they can use, and the Delegates will take back to the different points throughout the Republic interesting information obtained from contact with men who come prepared to work and make a real contribution, who come to teach as well as to learn from the municipalities in order later, in the various cities of the country, to work for the general welfare".

In connection with this primary purpose of the Assembly, the Municipal Intendent (*Intendente Municipal*) of the city of Buenos Aires, Lt. Col. César R. Caccia, stated the following: "Submitting the social and economic questions of the program, proposed by the National Council for the Post War, to the consideration of the Argentine municipalities participating in this Assembly shows an accurate knowledge of the indispensable measure necessary to deal effectively with, i. e. through the other irreplaceable elements of good government, the proper solution for the problems of our country looming in the immediate future...

"In the first place, municipality needs and aims in social as well as in economic fields should be studied, and a basic query on the questionnaire formulated: what are the measures to be adopted to better the people's living conditions? In the second place, the economic resources of each municipality should be studied together with the consequent capacity of each to furnish essential public services; and lastly, the organization and coordination of uniform municipal action in the field of economic-social

mediante otros de los factores insubstituibles de un buen Gobierno, la solución condigna de los problemas que se avizoran en el porvenir inmediato de nuestro país...

"En primer término deberán ser analizadas las inquietudes y aspiraciones de los Municipios tanto en el orden social como en el económico, enunciándose como pregunta fundamental del cuestionario, cuáles son las medidas que deberían adoptarse para mejorar las condiciones de vida de la población. En segundo lugar, habrán de estudiarse las posibilidades económicas del Municipio y, en consecuencia, su capacidad para la atención de servicios públicos esenciales; y por último, se plantea la sistematización y uniformación de la acción municipal en la política económico-social del país".

División del Trabajo.

La enorme cantidad de Ponencias presentadas, que en algunos de los temas llegó a la cantidad de 2,209, fueron remitidas a distintas Comisiones, que a su vez tuvieron que dividirse la labor en una serie de Sub-Comisiones.

Estas fueron como sigue:

Comisión Asunto I: Inquietudes y aspiraciones de los Municipios.

Sub-Comisiones:

a) Concurrencia en la solución de las necesidades municipales con la política social del país.
b) Previsión de las necesidades en la estructura social de post-guerra.
c) Medidas tendientes a asegurar el trabajo, su ejercicio, remuneración y asistencia social.
d) Impulso industrial.
e) Fomento y difusión del ahorro y previsión.
f) Obras públicas y particulares tendientes a provocar y asegurar el progreso económico-social del municipio o zona que responda a un plan regulador coordinado.
g) Diversificación, consolidación y acrecentamiento de la agricultura y ganadería dentro de la zona de influencia de los municipios. Consideración de éstos como centros de consumo interno.

Comisión Asunto II: Posibilidades económicas.

Sub-Comisiones:

a) Régimen económico municipal.

policy must be introduced throughout the country".

Division of Labor.

The enormous number of papers presented, which on some themes amounted to 2,209, were submitted to different committees, which, in turn, had to divide their work among series of sub-committees, as follows:

Committee Subject I: Municipality problems and needs.

Sub-committees:

a) Harmony in the solution of municipality needs and national social policy.
b) Planning for needs in the postwar social structure.
c) Measures tending to guarantee and regulate work, remuneration and social welfare.
d) Industrial promotion.
e) Development and education toward saving and husbandry.
f) Public and private projects to promote and secure economic-social progress for municipalities or other zones directable under a coordinated regulating plan.
g) Diversification, consolidation and expansion of agriculture and cattle-raising within zones of municipal influence. Consideration of these municipalities as centers of internal consumption.

Committee Subject II: Financial aspects.

Sub-committees:

a) Municipal financial system.
b) Local resources and spending applied to economic-social action.
c) Credit resources.
d) Possibilities for coordination or unification of effort toward greater economic-social benefits.
e) Municipal economic-social action.
f) Coordination among municipal, provincial, national, and private bodies.
g) Municipal contribution to the direct action of the economic-social policy of the nation.

Committee Subject III: Organization and uniformity of municipal action in the economic policy of the country.

Sub-committees:

a) Consideration of the introduction of uniform regulations for the same purposes.

b) Recursos y gastos propios dedicados a la acción económico-social.
c) Recursos del crédito.
d) Posibilidades de una coordinación o unificación de esfuerzos en procura de un mayor rendimiento económico-social.
e) Municipales de acción económico-social.
f) Coordinación entre los organismos municipales, provinciales, nacionales y particulares.
g) Contribución municipal en la acción directa de la política económico-social del país.

Comisión Asunto III: Sistematización y uniformidad de la acción municipal en la política económica del país.

Sub-Comisiones:

a) Posibilidades de propender a la uniformidad de disposiciones tendientes a los mismos objetivos.
b) Cooperación intermunicipal permanente.
c) Posibilidades de coordinar las estadísticas municipales con las del Consejo Nacional de Estadística y Censos.

Opiniones sobre el Municipio.

Durante la Reunión, se hicieron diversas manifestaciones con respecto a la importancia de los Municipios, algunas de las cuales insertamos a continuación.

Del discurso del Señor Vice-Presidente de la República Coronel Don Juan Perón, en el acto de la ceremonia inaugural:

''Los Municipios son, en efecto, los focos que polarizan cuánto puede involucrar, sea una amenaza, sea una promesa, para el futuro desenvolvimiento de la Nación. En ellos encontramos el soporte básico de la economía nacional y, también, la raíz de sus más fundamentales problemas. No envejece la aguda frase de Tocqueville: *El hombre es quien constituye los reinos y crea las repúblicas, pero el Municipio ha salido de las manos de Dios; sus raíces están en las entrañas mismas de la Sociedad...*

''Es a través del Municipio que se establece el primero y más directo contacto entre el Estado y los ciudadanos de nuestro pueblo''.

''Las aspiraciones e inquietudes de los Municipios son un aspecto esencialmente básico de las inquietudes y aspiraciones de nuestro pueblo, y como el Municipio desempeña un papel preponderante en la vida del país, resulta también imperativo que adquiera la posición que

b) Permanent intermunicipal cooperation.
c) Possibilities of coordinating municipal statistics with those of the National Council on Statistics and Census.

Opinions on the Importance of the Municipality.

At various times during the Assembly, diverse evidence of the importance of the municipality was brought out, some of which we reproduce here.

Col. Juan Perón, Vice President of the Republic, at the Inauguration, said in his address:

''In the end, the municipality is the magnetic center which attracts all the elements involving the future of this country, whether for better or for worse. There we find basis and support for our national economy and also the root of its most fundamental problems. The words of Tocqueville still apply: *It is Man who sets up kingdoms and creates republics, but the City came from the hand of God; its roots are in the vitals of Society....*

''It is through the City that the first and closest contact between the State and the people of our Republic is established...

''The aims and difficulties of the cities are an essentially basic phase of the aims and difficulties of our people, and since the municipality plays a preponderant role in the life of the nation, it becomes also imperative that it acquire its due position in defining our national policy. It is necessarily thus, because municipal organization is not only an administrative problem: it is intimately and organically inseparable from the State''.

The Municipal Intendent of Buenos Aires, welcoming the Delegates to the Assembly, said:

''This Assembly is begun with a great hope, born of the conviction that in all the cities and towns of the Argentine, there still breathes the same spirit of solidarity which even in the most difficult and obscure period of her historical development made the forging of the immortal destiny of this country possible....

''In municipal life and in the daily, careful attention to its multiple demands, regardless of the importance of the city, there appears, bright and clear to him who is responsible for its realization, that basic and eternal aim of the art of governing which is called the general welfare; and in order to achieve it, the municipality is the favored instrument of government, being best fitted to feel immediately the most

le corresponde en la definición de la política nacional. Forzosamente debe ser así, porque la organización municipal no es tan solo un problema administrativo: es un problema íntimamente unido al orgánico del Estado''.

De las palabras del Intendente Municipal de la Ciudad de Buenos Aires, dando la bienvenida a los Delegados a la Reunión:

''Esta Asamblea se inicia bajo el signo de una gran esperanza, nacida en la convicción de que en todas las ciudades y pueblos del país argentino, alienta el mismo espíritu de solidaridad que aún en los períodos más difíciles y obscuros de su desarrollo histórico, hizo posible forjar el destino inmortal de nuestra patria''.

''Es que en la vida Municipal y en la atención diaria y solícita de sus múltiples exigencias aparece, nítida y perspicua, ante quien debe resolverla y cualquiera sea la importancia de la ciudad que las origina, esa finalidad esencial y permanente del arte de gobernar que se llama el bien común: y es el Municipio, para alcanzarla, instrumento primario del Gobierno, el más adecuado para captar, de modo directísimo, las necesidades y las aspiraciones más íntimas y sentidas en el núcleo social''.

''Es que, además, dentro del ámbito de la ciudad, según enseñaba Alberdi, nadie más capaz de administrar los asuntos locales que los representantes del ''Poder Municipal'', como él llamaba, sin ambages, a las facultades ejercidas por cabildos o municipios. Básico concepto institucional, todavía no incorporado con decisión al derecho político argentino, pero cuyos indiscutibles fundamentos acaba de señalar certeramente el Señor Vice-Presidente de la Nación, al expresar que ''el Municipio, original forma del Estado, anterior al Estado mismo y a toda otra formación colectiva, está en contacto directo con las necesidades del pueblo y es el organismo que refleja con mayor exactitud sus inquietudes y sus incesantes anhelos de progreso, y en el que repercuten, en último término, beneficiosa o adversamente, los actos de gobierno de un país, elevando o deprimiendo el nivel moral, político, económico o social de los individuos'' y al anunciar que el Temario elaborado para esta Reunión Nacional de Municipios, guardando un absoluto respeto por la autonomía municipal —condición indispensable de su vitalidad y fuente inagotable de su soberanía ciudadana—, tiende a vigorizar las vidas de las comunas en el orden administrativo, económico y social''.

familiar and emphatic needs and hopes in this, the nucleus of society....

''Moreover, within the confines of the city, according to the teachings of Alberdi, no one is more capable of administrating local affairs than the representatives of the ''Municipal Power'' as he with no circumlocution called the authority exercised by townships or municipalities. This basic institutional concept, not yet definitely incorporated into Argentine political law, has an undisputable basis, as our Vice President has just indicated with great acumen, when he said ''the municipality, the source of the State, prior to the State itself, or to any other collective group, is in direct contact with the needs of the people and is the body which most accurately reflects their needs and incessant ambition for progress, and there is where for good or for ill, in the final analysis, the acts of government of a country reverberate, raising or lowering the moral, political, financial, or social level of its members', and when he announced that the program presented for this National Assembly of Municipalities will tend to animate the lives of communities in administrative, economic and social fields, by maintaining an unrelenting respect for municipal autonomy — an indispensable condition for its vigor and an inexhaustable source for its civil sovereignty....

''But if municipal demands create, above all, a civic problem for its government organization, it must not be overlooked that in the life of the State as a whole, they are also substantially responsible for the existence of questions of a human and social nature of profound importance to the entire national body...

''Because the city, as an eminent contemporary municipalist points out, furnishes a rich, vital medium for gleaning information on the needs of the common man, where they can be sensed intensely, stimulated by contact with the masses, an enormous surface for impressions and a powerful force for reaction and even for rebellion....

''...in brief, as Meldenson said, the function of the modern city does not consist, as it did in the Middle Ages, in protecting the life of its inhabitants, but in making it easier for us, protecting us in the struggle for existence and removing the perils which threaten us; that is where the city rightly intervenes and in thus doing, tends to increase the economic value of each inhabitant....

"Pero si las exigencias de la ciudad plantean, ante todo, un problema de civismo para la organización de su gobierno, no es posible olvidar que en la vida del Estado, acusan substancialmente la existencia de cuestiones de índole humana y social, que afectan profundamente a todo el cuerpo nacional".

"Porque la ciudad, según anota un eminente municipalista contemporáneo, recoge en un medio vital, denso, las necesidades del hombre, sentidas con fuerte intensidad y excitadas por las facilidades de los contactos que suponen las masas, en cuanto éstas ofrecen a esos contactos una superficie inmensa de sensibilidad y una poderosa fuerza de reacción y hasta de rebeldía".

"... en definitiva, según expresión de Meldenson, la función de la ciudad moderna no consiste como la de la Edad Media en garantizar la vida de los habitantes, sino en hacérnosla más fácil, protegernos en la lucha por la vida y alejar de nosotros los peligros que nos amenazan; he ahí los asuntos respecto de los cuales está en su lugar la intervención de la ciudad, cuya actividad en este sentido tiende a aumentar el valor económico de cada habitante".

"Es una tarea que aguarda a quienes tengan la responsabilidad de asumir el Gobierno Municipal en esas entidades primarias de la vida civil de la República, que según se dice con acierto, en el Decreto de Convocatoria, recogen las más leves vibraciones del sentimiento popular y son el fiel trasunto de las reacciones espirituales del ciudadano, del núcleo familiar y del sector profesional".

"Bienvenida cordial y fraterna, que en la ceremonia de esta tarde evoca con poderosa sugestión, los afanes comunes de las ciudades argentinas en la gesta gloriosa que las unió desde los días lejanos de la formación y estructuración del país, a lo largo del histórico suceso que culmina en la grande realidad nacional del presente".

"Porque esa formación fué consecuencia de aquella vertebral concepción con que la España conquistadora, como la Roma Imperial, afianzó en la fundación de ciudades, la incorporación al Continente Nuevo de los principios vitales de la civilización occidental; y fué alrededor de aquellos núcleos primigenios que se elaboró, lenta y proficuamente, el destino común de los argentinos. Y pues, efectivamente, todas las corrientes evolutivas de nuestra historia surgieron en el seno de esas viejas ciudades, la

"This is the task which awaits those who assume the responsibility of government in those basic units of the life of this Republic, which, as has been truthfully stated in the Decree of Convocation, pick up the slightest vibrations of popular feeling and act as faithful transmitters for the spiritual reactions of each citizen, for each family group, and each professional sector....

"We are glad to welcome here today the representatives of earnest Argentines desirous to unite to solve their difficulties, as they have always united since the founding of this country up to this present glorious moment.

"Because Argentina's founding was the consequence of the well known vertebral conception with which Conquering Spain, like Imperial Rome when she founded cities, guaranteed the incorporation in the New World of the vital principles of western civilization; and it was around those original nuclei that slowly and profitably the common destiny of Argentina was constructed. And, really, all the groping currents of our history appeared in the center of these old cities; a quick review will bring back to our memories the days when the people of the old viceroyship would send their representative to this city of Buenos Aires to deliberate with "the older sister", as it was expressed in the "City Council of May" (*Cabildo de Mayo*) (1810), and to set up later, "in union and in liberty" after the anxieties for victory of the war for freedom, the political status of a new, independent and sovereign nation".

The Chairman of the Organizing Committee also spoke, at the opening session, emphasizing the importance of the municipality, as follows:

"For a people like ours, whose liberty was cradled in the City Council of each metropolis and where the hopes of the country for almost a century under Colonial régime stirred around community life, this first grandiose Assembly of Municipalities comes as a reaffirmation of the ideals which produced our libery....

"The most advanced countries are those which have succeeded in inculcating a feeling of material and spiritual attachment for the home district until it becomes a regional consciousness which then helps to mold and galvanize patriotic feeling....

"Labor, industry, and patterns for individual, family, and social harmony are nourished in the life of the community, which is the municipality, and is, therefore, the place to try to

evocación rapidísima nos recuerda los días en que los pueblos del antiguo virreinato enviarían sus representantes a esta ciudad de Buenos Aires, para deliberar con "la hermana mayor", según se dijo en el Cabildo de Mayo, y para forjar más tarde, "en unión y libertad" tras los afanes victoriosos de la guerra emancipadora, la personalidad política de una nueva nación independiente y soberana".

También el Presidente de la Comisión Organizadora, en su discurso del Acto inaugural, recalcó la importancia del Municipio, con las siguientes palabras:

"Para un pueblo como el nuestro, cuya libertad tuvo por cuna el Cabildo de su Metrópolis y en donde las aspiraciones del alma colectiva se agitaron durante casi un siglo, bajo la Colonia, en torno de la vida comunal, esta primera y magna Reunión de Municipios viene a resultar algo así como una reafirmación de los ideales que gestaron nuestra nacionalidad".

"Los países más evolucionados son aquellos que han logrado infundir un sentimiento de apego material y espiritual al medio en que se habita, hasta conformar una conciencia regional que luego contribuye a plasmar y galvanizar el alma nacional".

"Todas las manifestaciones del trabajo, de la industria y las normas de convivencia individual, familiar y social, se gestan en la vida comunal, y es por el Municipio, en consecuencia, por donde se puede llegar a la cooperación de todas las voluntades del país para encarar y resolver los distintos problemas que inquietan a la Nación en esta hora de profunda transformación económica y social del Mundo".

Actos Sociales, Cívicos y Visitas.

Diversos actos sociales se ofrecieron al gran número de Delegados y Asesores (más de 700), asistentes a la Reunión y también fueron invitados a visitar distintas instituciones y establecimientos municipales de la Capital, entre ellos el Matadero y Frigorífico Municipal, en cuya visita el Interventor del establecimiento reseñó las actividades del mismo, consignando al efecto que las instalaciones y dependencias respectivas ocupan una superficie de 70,000 metros cuadrados, habiéndose insumido en su construcción una cifra de más de $1,000,000.00. Destacó, asimismo, el ritmo creciente de esas actividades que ascendieron en números de 420,000 cabezas de ganado faenadas en 1930, a 1.322,143 en el año pasado, sólo en vacunos, con lo que se abas-

organize all the interests of the country to cooperate in facing and solving the various problems which disturb the nation in this hour of economic and social transformation throughout the world".

Social and Civic Functions and Trips.

The large number of Delegates and City Counsellors (over 700) were entertained at various functions and were also invited to visit different municipal institutions and establishments in the Capital, among them the Municipal Slaughterhouse and Meat-Packing Plant; during this visit the Comptroller of the establishment explained its activities, that it occupies some 70,000 square meters of space in all and that its construction cost about $1,000,000 (Argentine). He pointed out the increase in this business, which in 1930 amounted to 420,000 heads of cattle processed, as compared to 1,322,143 last year in beef alone, which is enough not only to supply the city of Buenos Aires with 700,000 kilos of meat daily, but leaves enough for export. There are some 2,700 regular municipal employees, with several hundred laborers hired by the day to supply the necessary help. He added that the cold storage equipment will care for 8,500,000 kilos of meat, and that the budget for this year is $12,500,000 (Argentine).

Resolutions and Recommendations.

The Bulletins of the National Assembly of Municipalities, Nos. 1 to 9, we have received so far, do not give the Resolutions and Recommendations adopted so that their appearance in this "*Boletín*" will have to be postponed for a future issue.

* * *

Dr. Luis L. Boffi, Chairman of the Organizing Committee of the Union, Association or League of Argentine Municipalities, by appointment of the Pan American Commission on Intermunicipal Cooperation, gave a speech on the State Radio, on March 8th, in connection with the First Argentine Congress of Municipalities, which appeared in the April "Tribuna Informativa".

In the same number of this publication, which is the official organ of the Organizing Committee, the following note from the newspaper "La Nueva Comuna" of Punta Alta, Buenos Aires Province, under date of March 9th, also appears:

tece, no sólo el consumo de la población de Buenos Aires, que asciende diariamente a 700,000 kilogramos de carne, sino que también se atiende a la exportación. Señaló luego, que en el Matadero y Frigorífico Municipal trabajan un total de 2,700 obreros municipales exclusivamente, debiéndose contratar, diariamente, varios cientos de trabajadores más, para satisfacer las necesidades de la demanda. Añadió como dato ilustrativo, que las cámaras frigoríficas del establecimiento pueden conservar hasta 8.500,000 kilos de carne, así como que el Presupuesto para el año en curso, asciende a $12.500,000.00.

Acuerdos y Recomendaciones.

En los Boletines de la Reunión Nacional de Municipios, del 1 al 9, que hemos recibido, no aparecen todavía los Acuerdos y Recomendaciones adoptados en definitiva, por lo que nos vemos precisados a postponer esta información para un próximo número.

* * *

El Dr. Luis L. Boffi, Presidente de la Comisión Organizadora de la Unión, Asociación o Liga de Municipios Argentinos, por designación de la Comisión Panamericana de Cooperación Intermunicipal, pronunció un hermoso discurso por Radio del Estado, el día 8 de marzo, en relación con la importancia del Primer Congreso Argentino de Municipios que iba a celebrarse y a que antes hemos hecho referencia, cuyo discurso aparece en las páginas 10 y 11 de "Tribuna Informativa", correspondiente al mes de abril del año en curso.

En dicho número de esta publicación, que es el órgano oficial de la mencionada Comisión Organizadora, se transcribe la siguiente nota del periódico "La Nueva Comuna" del 9 de marzo, que se edita en Punta Alta, Provincia de Buenos Aires:

"La constante prédica de nuestro estimado colega "Tribuna Informativa" de la Capital Federal, con la que nos hemos sentido identificados y pregonado también desde nuestras columnas en favor de un Congreso Argentino de Municipios, ha tenido eco favorable en las altas esferas del Gobierno.

"Y justo es destacar la labor que le cupo al Dr. Luis L. Boffi, joven profesional, que a su clara inteligencia y visión de este trascendental acto, próximo a llevarse a cabo, no escatimó esfuerzos de ninguna naturaleza en pro de una causa noble y beneficiosa para el país y sus habitantes. Sean para él, pues, los honores de esta jornada que al cabo de tantos años de bregar ha sido justicieramente reconocida por los hombres que actualmente y tan patrióticamente rigen los destinos de esta Nación rica y poderosa".

"Ampliamente conocida es en asuntos edilicios, la versación del doctor Luis L. Boffi, distinguido caballero que hizo mucho sobre este aspecto desde su banca de Concejal Municipal, como fuera de ella. A su labor tesonera, inteligencia y visión, débese el que fuera designado para altos y delicados cargos, como así el de haber sido delegado de los municipios argentinos ante la Comisión Panamericana de Cooperación Municipal, con sede en La Habana (Cuba) y también hoy invitado por el Poder Ejecutivo a incorporarse a la Comisión Nacional de Postguerra. Esta colaboración solicitada al Dr. Boffi, es el premio y reconocimiento que se hace a sus amplios y sólidos conocimientos de estadista en el orden edilicio".

"The constant preaching of our colleague, "Tribuna Informativa", with which we have been in complete sympathy, to such an extent that we even have spoken up for an Argentine Congress of Municipalities, has found favorable reception in the high circles of the Government.

"It is only fair to point out the work that this has cost young Dr. Luis L. Boffi, who, comprehending the importance of this event, spared no effort on behalf of a fine cause which is of great interest to our country and our people. His, then, are the honors of this occasion, which after his careful tending for so many years, has been justly recognized by the men who today so patriotically rule the destiny of this rich and powerful nation.

"The ability of Dr. Boffi in municipal affairs is well known; this gentleman accomplished much both in his capacity as City Councillor and otherwise. To his persistant work, his intelligence and vision may be attributed his nomination for important and delicate assignments, as well as his having been named delegate of the Municipalities of the Argentine to the Pan American Commission on Municipal Cooperation, with headquarters in Havana (Cuba), and his invitation today to form part of the National Committee on the Post War. This collaboration is the reward and recognition accorded doctor Boffi's extensive, reliable statesmanship in municipal affairs".

Décima Reunión del Comité Ejecutivo de la Comisión Panamericana de Cooperación Intermunicipal

Tenth Meeting of the Executive Committee of the Pan American Commission on Intermunicipal Cooperation

El Comité Ejecutivo de la Comisión Panamericana de Cooperación Intermunicipal (Junta Directiva del Congreso Interamericano de Municipios) celebró su Décima Reunión en la ciudad de La Habana el día 16 de Mayo.

Estuvieron presentes los siguientes señores: el Dr. Antonio Beruff Mendieta, Presidente; Mr. Louis Brownlow, Director General y Miembro por Norteamérica; S. E. Emilio Edwards Bello, en representación del Sr. Ricardo González Cortés, Miembro por Sudamérica; el señor Alcalde Municipal de La Habana, Miembro Permanente; y el Dr. Carlos M. Morán, Secretario.

Abierta la sesión, el Secretario procedió a dar lectura a un detallado Informe, en el cual se refirió al "Apoyo Financiero" que recibe la Comisión; a los "Viajes" efectuados por el informante, en cumplimiento de diversas importantes misiones; a la "Resolución" adoptada el 12 de Marzo por la Municipalidad de La Habana, recomendando que se le pida al Ministro de Estado de la República de Cuba, que trate de obtener que la Cooperación Panamericana Intermunicipal figure como uno de los temas que se incluyan en la Agenda para la próxima venidera Conferencia Interamericana que se celebrará en Bogotá (Colombia), y que se gestione esa inclusión por intermedio del Embajador de Cuba en Wáshington y de la Unión Panamericana, y que se procure, además, que tal movimiento cooperativo sea apoyado en una convención de las Repúblicas Americanas, después de aprobado por la Conferencia; a la celebración de "Congresos Municipales", habidos en dos países, a despecho de todas las dificultades causadas por la guerra; a la futura reunión del "Tercer Congreso Interamericano de Municipios"; a la marcha de las "Publicaciones" que lleva a efecto el Secretariado de la Comisión; al constante desarrollo de la "Biblioteca"; y a la "Correspondencia".

The Executive Committee of the Pan American Commission on Intermunicipal Cooperation (Board of Directors of the Inter-American Congress of Municipalities) held its tenth meeting in Havana, Cuba, on May 16th.

The following were present: Dr. Antonio Beruff Mendieta, Chairman; Mr. Louis Brownlow, Director General and Member for North America; Hon. Emilio Edwards Bello, representing Ricardo González Cortés, Member for South America; the Mayor of Havana, Permanent Member of the Commission; and Dr. Carlos M. Moran, Secretary.

After the meeting was called to order, the Secretary read a detailed report with regard to the "Financial Support" received by the Commission, the "Trips" he had made on behalf of the Commission, the "Resolution" adopted on March 12th by the City of Havana recommending that the Minister of State of the Cuban Republic try to secure a place for Pan-American Intermunicipal Cooperation on the agenda of the coming Inter-American Conference to be held in Bogotá, Colombia, and that this should be handled through the Cuban Ambassador to Washington and the Pan-American Union, and moreover, that this cooperative movement should be proposed as a convention to be signed by the American Republics after it is approved by the Conference. He also referred to the celebration of Municipal Congresses held in two countries in spite of all the difficulties presented by the war, to the Third Inter-American Congress of Municipalities, to the progress made in regard to publications under the direction of the Secretariat of the Commission, the development of the Library and the increased correspondence.

The Secretary informed that on V-E Day, more than two hundred copies of a "Salutation" had been sent to Ministers of Foreign Affairs of the American Republics, to the Ambassadors

El Secretario hizo asimismo constar que el "Día de la Victoria" el Comité Ejecutivo expidió más de doscientos ejemplares de una Alocución dirigida a los Ministros de Asuntos Extranjeros de las Repúblicas Americanas, a los Embajadores o Ministros de esas Repúblicas acreditados en Cuba, a los diplomáticos cubanos residentes en las capitales de toda la América, a los Alcaldes de las capitales americanas, a los Alcaldes de las capitales de provincia de Cuba, a los Miembros de la Comisión Panamericana de Cooperación Intermunicipal, y a los de las Comisiones Organizadoras de la Asociación, Liga o Unión de Municipios, en los demás países. La Alocución fué también leída por la radio, en La Habana, y se publicó en los diarios más importantes. (En el presente número del *"Boletín"* se inserta el texto de la mencionada Alocución, en español y en inglés).

Aprobado por unanimidad el Informe, el Comité Ejecutivo votó una Resolución, autorizando al Director General para que practique determinadas gestiones que le fueron encomendadas.

Acto seguido, el Sr. Presidente puso a discusión el asunto de la fecha en que deberá celebrarse el Tercer Congreso Interamericano de Municipios.

or Ministers of these Republics in Cuba, to Cuban diplomats in all the capitals of the American Republics, to the Mayors of all American Republic capitals, to the Mayors of the capitals of provinces in Cuba, and to the members of the Commission and of the Organizing Committees, League or Union of Municipalities in other countries. The Salutation was also read over the radio in Havana and published in the most important newspapers. (The text of the Salutation appears in this issue of the "Boletín", both in Spanish and in English.)

The Secretary's Report was unanimously approved and the Executive Committee then passed a resolution authorizing the Director General to take certain steps assigned to him.

Immediately after that the Chairman brought up for discussion the date for the holding of the Third Inter-American Congress of Municipalities. After some discussion, it was agreed to postpone decision until travelling conditions improve.

Tras un cambio de ideas sobre el particular, se acordó posponer la decisión al respecto, hasta tanto mejoren las condiciones de transporte.

Información General

ARGENTINA

ES INSIGNIFICANTE EL COEFICIENTE DE LOS ESPACIOS LIBRES EN LA CAPITAL

Según un comunicado municipal, no coinciden los informantes acerca del porcentaje de espacios libres en la Capital Federal. Las estadísticas uniformadas por las direcciones del Plan de Urbanización, Estadísticas y Paseos, la metrópoli, dicen que se encuentra en la actualidad con 285 espacios libres (plazas, parques, plazoletas, canteros centrales y jardines) con un total de 12.811,030.24 metros cuadrados (1,281 hectáreas), lo que da para los 196.890,005.50 metros cuadrados de la ciudad el 6.51 por ciento de espacios libres con relación a su superficie.

De acuerdo con tales datos corresponde a cada uno de los 2.595,861 habitantes de la metrópoli, 4.93 metros cuadrados de espacio libre, coeficiente ínfimo, insignificante, en comparación

THE COEFFICIENT OF FREE SPACE IN BUENOS AIRES IS INSIGNIFICANT

From figures in the Offices of Urbanization Planning, Statistics, and Streets, it may be seen that there are at present 285 open spaces (plazas, parks, squares, parkway gardens, and other gardens) totaling 12,811,030.24 square meters, which means that for the 196,890,005.50 square meters comprising the city, 6.51 per cent consists of free space.

In accordance with these figures, each of the 2,595,861 inhabitants of the city enjoys 4.93 square meters of open space, a very low and insignificant proportion in comparison with other large cities, and especially in view of the needs of the population.

Buenos Aires is an immense city which has developed haphazardly, not following any urban plan, and where the excessive crowding of

con el registrado en otras grandes ciudades, y sobre todo, teniendo en cuenta las necesidades de la población.

Buenos Aires es una inmensa ciudad que ha ido formándose al azar, sin obedecer a ningún plan urbanístico, y donde la aglomeración desmesurada de la edificación en ciertas zonas ha creado problemas graves para la salud y la vitalidad de sus habitantes. En la época colonial propiamente no se tenía el concepto de "espacio libre", como que, en realidad, todo era espacio, y no se conocían congestiones urbanas de ninguna clase.

Una grave y decisiva reacción contra la ciega indiferencia con que se dejó avanzar a la ciudad en su gigantesco crecimiento, fué la formación del parque Tres de Febrero, en las antiguas posesiones de Juan Manuel de Rosas, idea de Sarmiento, el primero que introdujo en nuestro país el pensamiento de un plan urbanístico con vista a la creación de espacios libres para la población. Pero aparte de la creación de los jardines de la Recoleta, y de otras obras en el mismo sentido, debidas al Intendente Alvear, la ciudad fué extendiendo su manto prodigioso, denso y tupido, sin que se tomaran las autoridades el cuidado de reservar, de acuerdo con algún plan racional y conveniente, espacios para jardines y plazas. Los parques Avellaneda, Chacabuco, Patricios, Lezama y Saavedra, constituyeron la única excepción, y algunos terrenos baldíos dispersos por la ciudad también fueron transformados en plazas públicas, pero Buenos Aires siguió careciendo de la red de espacios verdes adecuada a sus necesidades, a su progreso y a elementales razones de estética urbana.

Sin perjuicio de destinar a plazas públicas los pocos terrenos que permanecen sin edificar, en cualquier lugar de la ciudad, la solución del problema podría encararse mediante la adopción de algunos de los tantos proyectos formulados por los organismos técnicos con vistas a este objetivo. Figura entre ellos el de la formación del Gran Parque del Sur, en las tierras del bañado de Flores, con lo que, al par de asegurarse espacios verdes a la densa población de una de las zonas más laboriosas de la ciudad, se evitaría la invasión de la edificación en tierra inapta, la que, al mismo tiempo, sería saneada por efecto mismo de la vegetación de los parques a formarse. Otro proyecto es el de la urbanización de la ribera Norte, que comprende el tramo de la avenida y parque costeros que se extienden entre el Puerto Nuevo y el límite del municipio (Avenida General Paz), que también debe ser, alguna vez, llevado a la realidad antes de que, como está ya ocurriendo, la gravitación de meras conveniencias fiscales quiera destinar los espacios ganados al río, a la edificación para oficinas públicas.

("*Tribuna Informativa*", *Abril*, 1945, *Buenos Aires*).

buildings in certain zones has created serious health problems for its inhabitants. In colonial times there was no idea about "open spaces", since really, there was nothing else but space and urban congestion was unknown.

The "Tres de Febrero" Park on the old holdings of Juan Manuel de Rosas, an idea of Sarmiento's (who was the first to introduce into our country the idea of urban planning with a view to creating open spaces for the population), was a considerable and decisive reaction against the blind indifference which characterized the gigantic growth of the city. But aside from building the Recoleta gardens, and other projects of the same type, under Intendent Alvear, the city spread its great, heavy cloak without the authorities taking any precautions to preserve space for gardens and parks with a sensible, practical plan. There were a few exceptions and some scattered unclaimed lands here and there were made into public parks, but Buenos Aires still lacked a network of green space adequate for its needs, progress or even its minimum urban aesthetic requirements.

This problem could be solved today by adopting some of the many plans submitted by technical bodies to this end, without even using the few vacant lands still left throughout the city for public buildings. Among them is one for Great South Park, which at the same time as it provided open green spaces for a densely populated district would avoid construction on unsuitable land, which would in itself be improved by the vegetation of a park. Another plan is for the urbanization of the North Shore, which should also be carried out before, as is already occurring, these reclaimed lands become sites for public buildings for purely economic motives.

("*Tribuna Informativa*", *Buenos Aires*, *April* 1945).

SOLICITUD PARA QUE TODOS LOS PAISES DE LAS TRES AMERICAS RESPALDEN ACTIVAMENTE NUESTRO MOVIMIENTO

El Sr. Alcalde Municipal de La Habana, Miembro *ex officio* del Comité Ejecutivo de la Comisión Panamericana de Cooperación Intermunicipal, sugirió al Ayuntamiento de esta Ciudad que adoptase Resoluciones interesando del Ministerio de Estado de la República de Cuba que, a su vez, solicitase de la Unión Panamericana que en el programa de la nueva Conferencia Interamericana que deberá celebrarse en Bogotá, Colombia, se incluya, para que sea motivo de una Convención entre todos los Estados de las tres Américas, el respaldo por todos los países a la obra de Cooperación Municipal Interamericana que, a través de la sede en La Habana, se ha venido llevando a efecto.

El día 12 de Marzo el Ayuntamiento de La Habana adoptó una Resolución, por la cual se recomienda "Interesar del Ministerio de Estado, que, por conducto de nuestro Embajador en Wáshington, se solicite de la Unión Panamericana que incluya en el programa o agenda de la próxima Asamblea la consideración del respaldo oficial de los Estados de las tres Américas, al movimiento de cooperación municipal interamericana y a la labor que realiza la Comisión Panamericana de Cooperación Intermunicipal, con sede en esta Capital. Y *Segundo*:— Que la Delegación cubana que en su oportunidad se designe para asistir a la expresada próxima Asamblea de Naciones Americanas, lleve a la misma, como parte importante a defender en dicha Asamblea, en relación con el asunto antes mencionado, una vez que haya sido incluido en el programa de la referida Reunión, un Proyecto de Convención, para que sea adoptado por la citada Asamblea, y ratificado después, por los Estados de las tres Américas, respaldando el movimiento de Cooperación Municipal Interamericana, comenzado a ponerse en práctica desde la constitución de la Comisión Panamericana de Cooperación Intermunicipal, como Junta Directiva del Congreso Interamericano de Municipios..., cuyo Proyecto de Convención deberá ser redactado oyendo previamente al Comité Ejecutivo de la Comisión Panamericana de Cooperación Intermunicipal y al Consejo Directivo de la Unión Panamericana".

ACTIVE SUPPORT BY ALL THE NATIONS OF THE THREE AMERICAS FOR OUR MOVEMENT REQUESTED

The Mayor of Havana, an *ex officio* member of the Executive Committee of this Commission, proposed to the Council of this city that resolutions be adopted to the effect that the Minister of State request the Pan American Union to include on the agenda for the next Inter-American Conference to be held in Bogotá, Colombia, that a Convention of all the American States be drawn up, supporting the Inter-American municipal movement, as developed by the seat of the movement in Havana.

On March 12th, the City Council of Havana adopted a resolution, recommending "that the Minister of State have our Cuban Ambassador in Washington request the Pan American Union that consideration of the official support by all the American States of the inter-American municipal cooperation movement and the work of the Pan American Commission on Intermunicipal Cooperation with headquarters in this capital, be included in the program or agenda of the next Assembly. And *Second,* that the Cuban delegation selected to attend this next Assembly shall take a draft of the Convention with it, as an important part of the successful presentation of this matter, once it has been included on the agenda for said Meeting, in order that it may be adopted by this Assembly and subsequently ratified by the States of the Three Americas, in support of the Inter-American municipal cooperation movement, which began to function with the establishment of the Pan-American Commission on Intermunicipal Cooperation as Board of Directors of the Inter-American Congress of Municipalities..., which draft should previously be submitted for approval to the Executive Committee of the Commission and the Council of the Pan American Union".

EL "DIA DE LAS AMERICAS"

Este "Día" — el 14 de Abril, —que siempre fué celebrado con mucho entusiasmo en todos los países de nuestro Continente (y por los Municipios del mismo, desde el Acuerdo tomado al efecto por el Segundo Congreso Interamericano de Municipios), pasó en emocionado y triste silencio este año, a causa del profundo duelo experimentado en toda la República por el lamentadísimo deceso del ilustre estadista, Presidente de los Estados Unidos de América, Mr. Franklin D. Roosevelt.

PAN AMERICAN DAY

Pan American Day, which has always been celebrated with great enthusiasm in all the countries of this Continent (and by municipalities since the adoption of a resolution to this effect at the Second Inter-American Congress of Municipalities), passed this year in sincerely sad silence due to the deep mourning throughout the whole island of Cuba, occasioned by the most regrettable demise of that distinguished statesman and President of the United States, Franklin D. Roosevelt.

ACTA FINAL DEL PRIMER CONGRESO PANAMERICANO DE MUNICIPIOS

(*Continuación.*)

TERCERO: Los Municipios americanos deben solidarizarse íntimamente para salvaguardar la democracia bajo el lema de "América para todos los americanos, lo mismo los del Norte, que los del Centro y los del Sur".

66

INVIOLABILIDAD DE LAS CIUDADES Y CENTROS URBANOS

El Primer Congreso Panamericano de Municipios declara:

PRIMERO: Que estima útil e imprescindible afirmar que la ciudad, como centro urbano y reunión de no combatientes, debe ser inviolable y por lo tanto no puede ser tomada como objetivo militar para bombardeos aéreos o marítimos.

SEGUNDO: Que los monumentos, edificios, objetos de arte, archivos, bibliotecas, universidades, hospitales, clínicas, sanatorios y escuelas que se hallan en las ciudades merecen el respeto de todos los beligerantes, los que por ningún motivo deben destruirlos.

TERCERO: Que esta congregación de delegados de las ciudades de América haga lo posible porque las anteriores declaraciones sean conocidas y atendidas, como la opinión de nuestras poblaciones, realmente indefensas ante los ataques aéreos o marítimos.

(*Continuará.*)

FINAL ACT OF THE FIRST PAN-AMERICAN CONGRESS OF MUNICIPALITIES

(*Continued.*)

THIRD: That American Municipalities should unite closely to safeguard democracy under the creed "America for all the Americans,—those of North as well as those of Central and South America".

66

INVIOLABILITY OF CITIES AND URBAN REGIONS

The First Pan American Congress of Municipalities declares:

FIRST: That the city as an urban central meeting place of non-combatants should be regarded under all circumstances as inviolable, and should therefore not be made a military objective for aerial or maritime bombardment.

SECOND: That the monuments, buildings, objects of art, archives, libraries, universities, hospitals, clinics, sanatoria and schools which are located in the city are worthy of respect of all belligerents and should under no circumstances be destroyed.

THIRD: That the delegates assembled in this Congress should do everything within their power to make known and to secure action favorable to the foregoing declaration, which represents the convictions of urban populations defenseless against attack by air and by sea.

(*To be continued.*)

PUBLICACIONES RECIBIDAS

"Annual Report of the Michigan Municipal League".—July 1, 1940-June 30, 1941.—Ann Arbor, Mich., U. S. A.

* * *

"Social Security Bulletin".—Volume 4.—Number 10.—October, 1941.—Federal Security Agency.—Social Security Board.—Washington, D. C., U. S. A.

* * *

"National Municipal Review".—Index: 1941.—Supplement to the National Municipal Review January 1942, Vol. XXXI, No. 1.—National Municipal League.—New York, N. Y., U. S. A.

* * *

"Work Measurement in the City of Los Angeles Building and Safety Department".—Municipal Finance Officers Association of the United States and Canada.—Cost Accounting Bulletin No. 1.—December, 1941.—Chicago, Ill., U. S. A.

* * *

"Bulletin of the League of North Dakota Municipalities".—Volume No. 9, Bulletin Number 1.—January, 1942.

"The Municipality".—The Official Monthly Publication of the League of Wisconsin Municipalities.—Vol. 36: No. 12, December, 1941.—Vol. 37: Nos. 1, 2, and 3; January, February, and March, 1942.—Madison, Wis., U. S. A.

* * *

"State Government".—The Magazine of State Affairs.—Published monthly by the Council of State Governments.—Vol. XIV: No. 12, December, 1941.—Vol. XV: Nos. 1, 2, and 3; January, February, and March, 1942.—Chicago, Illinois, U. S. A.

* * *

"Nebraska Municipal Review". — Official Organ of the League of Nebraska Municipalities.—Nos. 208, 209, 210, and 211; November, and December, 1941, and January and February, 1942.—Lincoln, Nebr., U. S. A.

* * *

"Intermountain City".—Official Publication of the Utah and Idaho Municipal Leagues.—Vol. 1: No. 7, December, 1941.—Vol. 2: Nos. 1, and 2; January, and February, 1942.—Salt Lake City, Utah, U. S. A.

NOTA DE LA DIRECCION

A SUGERENCIA formulada por el Sr. Director General del Comité Ejecutivo de la Comisión Panamericana de Cooperación Intermunicipal (Junta Directiva del Congreso Interamericano de Municipios), la Dirección del "BOLETIN" ha resuelto publicar unidas en el presente número, las ediciones correspondientes a los meses de Abril, Mayo y Junio.

Hácese así, con un doble objeto: el de subsanar en lo posible las graves dificultades que nos ocasiona la gran escasez de papel que estamos sufriendo a causa de la guerra, y el propósito que tenemos de remediar el atraso que, también por motivo de dicha escasez, está experimentando nuestra publicación en lo tocante a las fechas de salida. En lo adelante, y dentro de las actuales posibilidades, el "BOLETIN" aparecerá tan adelantado como sea hacedero.

EDITOR'S NOTE

COMPLYING WITH a request of the Director General of the Executive Committee of the Pan American Commission on Intermunicipal Cooperation (Board of Directors of the Inter American Congress of Municipalities), the editorial staff of the "Boletín" has decided to publish the present issue in the form of a joint April-May-June number.

This has been done with a double purpose: to counteract as much as possible the serious difficulties the shortage of paper is causing us, due to war conditions; and to try to correct the delayed appearance of our publication each month, caused by the above-mentioned paper shortage.

In the future, insofar as we can, we shall bring the "Boletín" out on time.

COMISION PANAMERICANA DE COOPERACION INTERMUNICIPAL

UNIONES DE MUNICIPIOS

CANADA:
Canadian Federation of Mayors and Municipalities. — Mount Royal Hotel. — Montreal.

COLOMBIA:
Asociación de Municipios de Colombia. — Bogotá (Colombia).

CUBA:
Unión de Municipios Cubanos. — Palacio Municipal. — La Habana.

CHILE:
Unión Nacional de Municipalidades de Chile. — Viña del Mar.

ECUADOR:
Asociación Nacional de Municipios Ecuatorianos. — Quito (Ecuador).

EL SALVADOR:
Corporación de Municipalidades de la República de El Salvador. — San Salvador.

EE. UU. DE AMERICA:
The American Municipal Association. — 1313 East 60th Street. — Chicago, Illinois (U.S.A.)

MEXICO:
Confederación Nacional de Ayuntamientos de la República. — Donceles, 106.— México, D. F.

REPCA. DOMINICANA:
Liga Municipal Dominicana. — Ciudad Trujillo, R. D.

URUGUAY:
Reunión de Autoridades Edilicias de la República. — Montevideo.

COMISIONES DELEGADAS

COLOMBIA

Presidente: Dr. Rubén A. García.
Miembros: Dr. Jorge Soto del Corral.
Sr. Jorge Vélez.
Sr. Luis Cano.
Dr. Julio Pardo Dávila.

CHILE

Presidente: Arq. Ricardo González Cortés.
Miembros: Sr. Alcalde Municipal de Santiago.
Sr. Alcalde Municipal de Valparaíso.
Sr. Alcalde Municipal de Viña del Mar.
Sr. Contralor Gral. de la Municipalidad de Santiago.

ECUADOR

Presidente: Dr. Héctor Romero Menéndez.
Miembros: Dr. Miguel Heredia Crespo.
Sr. Augusto Alvarado Olea.
Lic. J. Roberto Páez.
Lic. Luis Enrique Varas Samaniego.

EL SALVADOR

Presidente: Prof. Don José María Melara E.
Miembros: Don Ricardo Sandoval Martínez.
Don José Mauricio Gallardo.
Don José Luis Silva.
Don Manuel de Jesús Varela.

MEXICO

Arq° Carlos Contreras.
Lcdo. Gabino Fraga Jr.
Lcdo. Octavio Vejar Vázquez.
Lcdo. Fernando Sastrías F.
Lcdo. Aurelio Sergio Vieyra.
Lcdo. José T. del Alva Jaime.
Lcdo. Salvador Martínez de Alva.

REPUBLICA DOMINICANA

Presidente: Don Virgilio Alvarez Pina.
Miembros: Don R. Paino Pichardo.
Lcdo. Virgilio Díaz Ordóñez.
Lcdo. Ernesto J. Suncar Méndez.
Lcdo. Víctor Garrido.

URUGUAY

Presidente: Arq. Horacio Acosta y Lara.
Miembros: Dr. Benigno Paiva Irisarri.
Arq. Don Pedro Invernizzi.
Don Félix Núñez.
Ing. Don Juan M. Ramasso.

COMISIONES ORGANIZADORAS

ARGENTINA
Presidente: Dr. Luis L. Boffi.

BOLIVIA
Presidente: Sr. Alcalde Municipal de La Paz.

BRASIL
Presidente: Ing. Edison Junqueira Passos.

COSTA RICA
Presidente: Don Manuel Rodó y Parés.

HAITI
Presidente: Mr. Raphael Brouard.

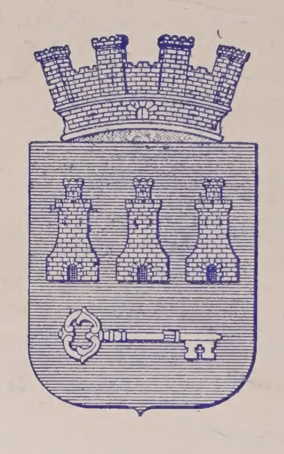
NICARAGUA
Presidente: Sr. Ministro del Distrito Nacional

PANAMA
Presidente: Dr. Francisco González Ruiz.

PARAGUAY
Presidente: Dr. L. Eugenio Codas.

PERU
Presidente: Dr. Aurelio García Sayán.

Para completar la labor informativa que realizamos, debemos contar con los datos solicitados en el formulario de "Survey" publicado en el No. 1-4 del Año II. Enero-Abril, 1941, del "Boletín", por lo que rogamos a las autoridades municipales su atención a este asunto.



Compañía Editora de Libros y
Folletos. O'Reilly 304. Habana